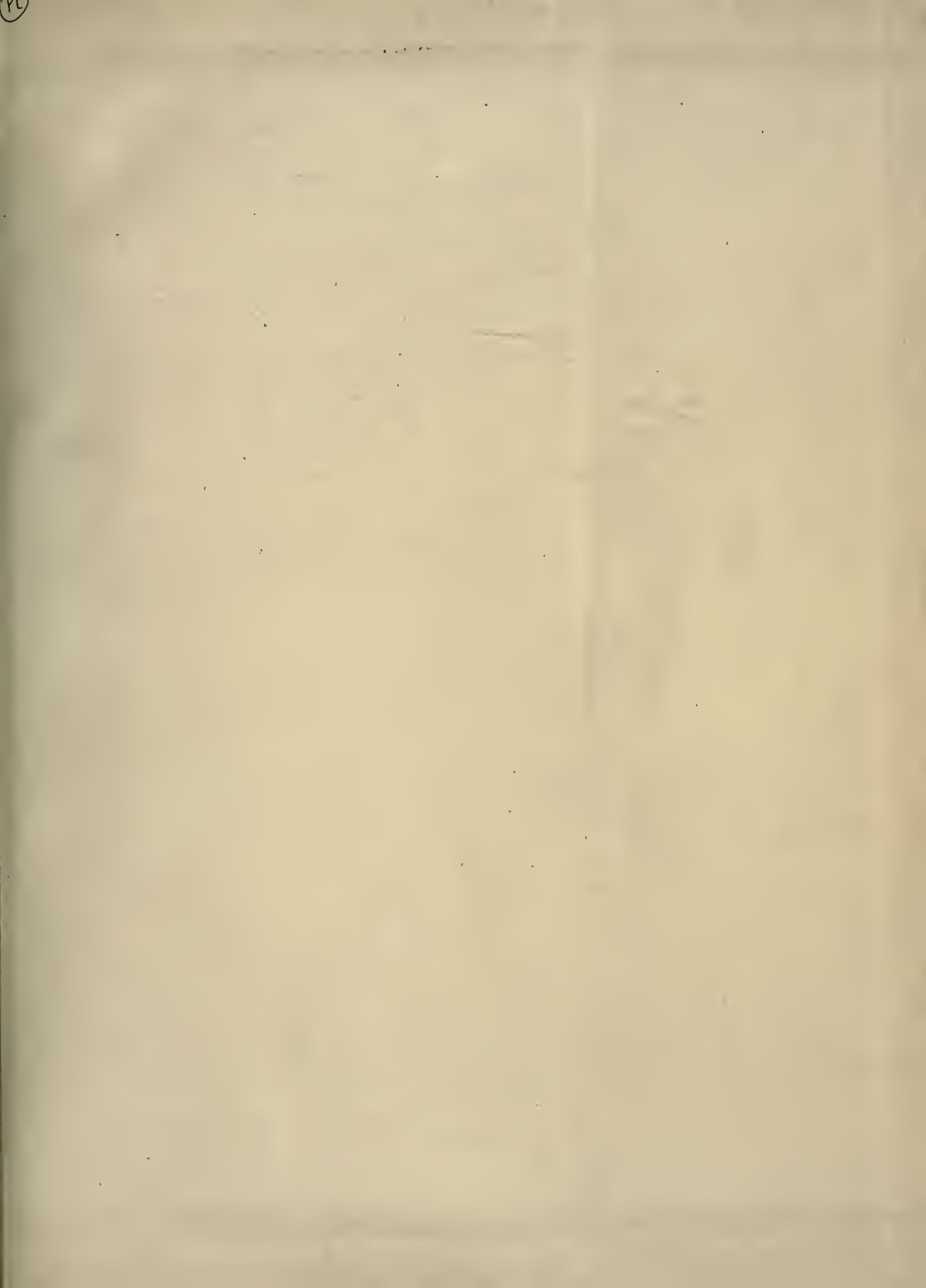


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THE SURVEY

VOL. XXXVIII

APRIL, 1917—SEPTEMBER, 1917

WITH INDEX

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A JOURNAL *of* SOCIAL EXPLORATION

59

THE SURVEY



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From a
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The Battle-ground for Wounded Men
By Paul U. Kellogg

Trades and Courage for French War Cripples
By Bruno Lasker



Price 25 Cents

April 7, 1917

CONTENTS for APRIL 7, 1917

The GIST of IT

VOLUME XXXVIII, No. 1

CONTRIBUTED ARTICLES

A Canadian City in War Time—IV. The Battle-ground for Wounded Men - - - - -	PAUL U. KELLOGG	1
Rebuilt Men. New Trades and Fresh Courage for French War Cripples	BRUNO LASKER	11
Lock and Key - - - - -	ELIZABETH ROBBINS HOOKER	14
"Safe for Democracy." The President's Address to Congress on April 2		16
Learning for Earning or for Life? - - - - -	WINTHROP D. LANE	18

COMMON WELFARE

Plans for the Care of Soldiers' Families - - - - -		20
Word from Madame Breshkovsky - - - - -		20
Taxing Wealth to Pay for War - - - - -		20
Youth and Spring on the Stage - - - - -		21
A Lincoln Statue for Petrograd - - - - -		21
A City Playground in the Mountains - - - - -		22
When the Kallikaks Moved to Harrisburg - - - - -		23
New York's New Citizen Police - - - - -		24
Protest by Cleveland Settlements - - - - -		24
Juvenile Crime the Nemesis of Hate - - - - -		24
Vindication for a Civic Reformer - - - - -		26
The Lure of the North for Negroes - - - - -		27
One Point Where California Lags Behind - - - - -		28
Social Settlements and the War - - - - -		29
To Protect American Ideals - - - - -		31

TO ADJUST the discards of war to civil life again, physically, vocationally, spiritually, the Canadian Military Hospitals Commission makes use of volunteer service as the Patriotic Fund does in the care of soldiers' families. Doctors and nurses, teachers and vocational counselors, shoemakers and employment agents all play a part. The greatest wounds come not from bullets but from tuberculosis. Page 1.

EXPERIENCE from the field of workmen's compensation following industrial accidents has been of prime service in replacing French war cripples among the self-supporting. These cripples are themselves contributing to the understanding of organic habituation to mutilations. The schools for the handicapped are full of soldiers and their work is a success. Page 11.

AMONG some of the cripples of peace, to—the nervous invalids and the convalescents from sickness or strain—there is need of occupation not only useful but inspiring—something to put a poor, fidgety soul back on his feet again. Growing flowers, to be sold cheap to the flower-hungry in the cities, suggested as the ideal combination. Page 14.

PRESIDENT WILSON went the whole way in his address to Congress Monday night—war, alliance, universal service. He recites the invasion of our sea rights, but it is toward the overthrow of the German government, for the sake of the people of all Europe, that he calls on the American democracy to throw its full strength into the struggle. The text of the address. Page 16.

INDIANA'S school survey was an elaborate study not only of vocational education, but of its application to a given industry in a given city of specified size. Page 18.

PRACTICAL training for volunteers in the care of soldiers' families is to be given by the New York School of Philanthropy, with field work in the large relief agencies. Page 20.

THE proposal of a pay-as-you-enter war, financed by taxes laid on this generation, has met with such a response as almost to bury under approving letters the three social workers who invented it. Page 20.

SAN FRANCISCO newspapers are upholding their newsboys in opposing an extension of the child-labor law in street trades, following thereby the discarded practice of eastern papers a decade ago. Page 28.

GERMANY has had a great increase of juvenile crime since the war began, due, it is believed, to the bitterness and hate of newspapers and general public feeling. Page 24.

SIX years ago Los Angeles moved a municipal recreation center out into the neighboring mountains. Not only rest and recreation, but civic pride and community spirit have resulted. Page 22.

CIVIC reformers in Pittsburgh are rejoicing over the vindication of A. Leo Weil. A mountain vendetta, applied through the West Virginia courts, was employed to "get" him because of his prosecutions for the Voters' League. Page 26.

WHOLE church congregations—even train-loads—of southern Negroes have moved up to the high wages of Philadelphia. A joint committee is at work on the resulting problems of health, housing and schools. Page 27.

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THE SURVEY

A Canadian City in War Time

IV. The Battle-ground for Wounded Men

By Paul U. Kellogg

THE GREY NUNNERY they call it—and the name seems to fit the great half-quadrangle of that weathered limestone which gives to warehouse and church alike in Montreal the quality of etchings. But the name has to do with more than walls, for this is the mother house of Les Soeurs Grises, whose branches in the United States and western Canada have made the work of the order known throughout the continent.

In Montreal, that work reaches back to the French and Indian war, when the Grey nuns nursed wounded English soldiers who had been taken captive. Today, row after row of beds, floor after floor, one entire wing of the nunnery has been stripped of its customary furnishings and insignia and has been given over to wounded men, French-speaking, English-speaking, convalescents from the battlefields of another great European struggle in which, this time, France and England are making common cause, and in which stand together the descendants of the men who fought in the eighteenth century for control of the valley of the St. Lawrence.

The ground floor had been thrown into a recreation room, and patients lined the benches the morning of my visit, or hung about the piano where local talent was doing the honors of visiting day. At the billiard table, a one-legged man with his crutch laid aside and a cue in its place was meeting all comers on unequal terms—and in a sense personifying the genius of the place. For in the adjoining rooms were invalided men at work at the shoe-makers' and carpenters' benches and school desks that made up the simple equipment of the first of the vocational classes which are gradually turning the convalescent homes of the Military Hospitals Commission into training schools.

Here was an Irishman, an ex-stage driver from out Vancouver way; and next him Joe Desrosiers, a quiet-spoken young French-Canadian from the rural districts of Quebec. Two months before, just back from the war, Joe could neither read nor write, but he had made such rapid progress that he was now addressing daily notes to his instructor and multiplying in four figures. He showed me his copy-book with its proud label, For Canada and Empire; and inside, beginning on the first page with crudely formed letters, were the exercises which

stood for nothing less, step after step, than the opening up of civilization to a starved intelligence. There in the half-formed handwriting of this soldier of the expeditionary force, who was wounded in the side in the first battle of Ypres, were such painfully engrossed practice sheets as "Dickey bird, dickey bird, whither away?" When Joe Desrosiers can read, he is to take up motor mechanics; and when the doctors discharge him, he will face the world with some compensation for his life-long physical handicap.

The spirit of humane care in all medical service reaches back to the hospices of the Middle Ages. But the work in these convalescent homes draws its inspiration from some of the newest sources, not only in medicine but in industry and education. It draws on the latest developments in the schools for the blind and hospitals for crippled children, on psychiatric ward and tuberculosis sanatoria, operating room and research laboratory, on the technical colleges and the work shops of scientific managers and efficiency engineers.

And this convalescent home in the Grey Nunnery is but one of the way-stations on the return road which begins at the ports of debarkation, Halifax, St. Johns and Quebec, and reaches back to every cross-way and city neighborhood of the dominion from which men have set out for the front, whole and vigorous.

Perhaps there is no better way to visualize it than to tell at the start the story of one group of Jamaicans whose participation in the fortunes of war ran the whole gamut of bitter personal loss and partial reparation. Of these, nine had to have both legs amputated below the knee, eight lost one foot or most of one foot. In the West Indies, they had been cultivators, earning from ten to fourteen shillings per week. Their case was taken up by the Canadian Military Hospitals Commission with the government of Jamaica, which reported that if the crippled men could get training as shoemakers or garment makers they could earn a livelihood on the island. In less than five months, eight of the men were trained to the point where they could do ordinary shoe-repairing as well as the average journeyman; two showed such aptitude for cobbling that they could make custom-made shoes; three showed 60 per cent efficiency as garment makers; one, in tinsmithing,



CLASS IN WOODWORKING AT THE GREY NUNS CONVALESCENT HOME, MONTREAL

could make an ordinary utensil if given the pattern, although he was of such a primitive type, that he could not distinguish differences smaller than a quarter of an inch. One was trained to be a chauffeur (he had had some experience before); and one completed two-thirds of a course in stenography and type-writing.

All this process of re-education was carried on during the period of convalescence in Halifax, where W. J. Clayton, a clothing manufacturer, gave up his house, which the Red Cross furnished as a military hospital. The men were supplied with artificial limbs made in the government factory at Toronto, established and run by the Military Hospitals Commission. One month after they were fitted to these limbs and just before they left for Jamaica, they had a dance on their Canadian legs. But while this festivity appealed most to the popular imagination, it was less of a miracle than their transformation industrially. Jamaica paid the cost of maintaining, equipping and training the men. Instead of the unskilled farm hands who had left the island, instead of helpless war-cripples, prospective dependents for unnumbered days, seventeen producers, with enough artisanship to earn for themselves more than they had ever earned before, sailed south from Halifax to take up life hopefully in spite of their desperate maiming.

Quebec is the clearing-house for invalided men, but with the St. Lawrence frozen fast, Halifax and St. Johns are the ports of entry in winter. Hospital ships for all the sick or wounded, a debarkation hospital at the water-front, and special hospital cars for helpless patients, are links recently forged in the chain of care which mark great advances over the earlier provisions. Ordinary troop and passenger ships have been much used to bring back men from the English hospitals, but these often have proved to be crowded, the accommodations inadequate, and classification difficult.

More and more invalided men are being brought in English hospital ships, 500 at a time. In these ships with their four red crosses, port and starboard, forward and stern, and a large electric red cross at night, there has been less danger from submarines. Yet, in March, such a ship was attacked in English waters regardless of its markings and freights. A

doctor is in high command and outside of the officers and crew there are none aboard the ship save wounded men, orderlies and nurses. Moreover, the ships are divided into wards, which facilitates classification. Each man has a separate cot. If he is helpless and might roll out, he sleeps in something like an old-fashioned baby's crib, which can swing with the motion of the ship or can be made fast.

At Halifax the immigration building on Pier 2 has been transformed into a large clearing hospital. It can take care of 425 patients, so that a ship can be emptied practically at once and a man carried on a level from his cot aboard the boat to a cot on shore. One frequently told story of the port is of a chap who came down the gang-plank, hobbling along on crutch and cane with one leg off. A friend in front carried for him his kit-bag and his artificial leg, which he had not yet learned to manipulate, at least down a gang-plank. The friend, excited on getting back, rushed ahead onto Canadian soil until he was hailed by a howl from the rear, "How in hell do yez think this left leg can catch up wid that right one? For God's sake wait."

But it is the paralytics, especially those who must be carried



CLASS IN MECHANICAL AND ARCHITECTURAL DRAWING, KHAKI LEAGUE CONVALESCENT HOME, MONTREAL



INVALIDED SOLDIERS AND INVALIDED SHOES

on water beds, that have caused greatest concern. In one shipload were nine men, paralyzed from the waist down, who had to be swung off in hammocks. Some had been blown up, others hit by shrapnel, one sniped and one kicked by a horse.

It was through experience in handling this group of bed-ridden cases that the third advance in equipment, the hospital cars, came about. Until these cars were provided, with their big side doors, it was excruciating business to transfer such cases from the ships to the train. The hospital cars are arranged in units of two cars each. In the first, cots are put in place of the lower berths; the upper berths being left for the use of orderlies at night. The companion car has a smaller number of cots, doctors' and nurses' quarters, and a side entrance. The Canadian government railway has provided five such units, and the Canadian Pacific, three—or sixteen cars in all.

Human Cargoes

A HOSPITAL ship's list is made up somewhat like a manifest, with the man's name, company, regiment, residence and disability—a human cargo, if you will, of invalided and conva-

lescent men, and more recently, of active cases. For with roughly fifteen thousand sick and wounded Canadians under treatment in England, and prospect of immense additions to their number after the spring campaign, the cross-seas transport of patients at an earlier stage of treatment was entered upon in mid-winter to relieve the English hospitals. Not a few of the men have open wounds still.

One fellow came through with sixty-nine wounds. He had been reconnoitering with five others. As a mortar shell burst, he dove head first into a trench and all sixty-nine wounds were from his hips to the soles of his feet. Even so, he was more fortunate than his companions. A second man of the party died of his wounds; a third was killed outright; a fourth had to have a leg amputated; and a fifth was found dead against a post, whole, but killed by the concussion. Another wounded man brought twenty-eight pieces of shrapnel down the gangplank with him—still in his body. He had three stiff joints, but the metal had reached him in no vital part. The home-comers range from cases such as these, to men in apparent good health, whose injuries merely incapacitate them for further active military service.

First the men of the maritime provinces—Nova Scotia, Prince Edward Island, New Brunswick—are taken to the discharge depot and go before a medical board. This has on hand the documents from the corresponding English medical board, but it is on the basis of re-examination in Canada that the men are divided into three classes:

I. Men for immediate discharge without pension—those unfit for overseas service, but capable of taking up their previous civilian occupation, or those whose disability was neither the result of service nor aggravated by it.

II. Men whose condition may be benefited by further medical treatment.

III. Men with permanent disability who will not be benefited by further treatment, and whose cases come before the board of pension commissioners.

The men of class I go to the pay-master for transportation, are paid off, given civilian clothing (or \$13, as they prefer), and 15 days' extra pay, to tide them over until they get employment. This procedure is true to a degree of class III, ex-



ONE OF THE CLASSES IN MOTOR MECHANICS OF THE MILITARY HOSPITALS COMMISSION

cept that they are kept on pay until their pensions are adjusted. Red Cross committees look after these maritime men while in Halifax, giving them auto-rides, entertaining them in private houses, etc. Meanwhile the provincial Returned Soldiers Commission notifies its representative in each home town that the man is on his way, so that he may not arrive unknown, unheralded, and unwelcomed.

The men of class II get \$10 down, the balance of their pay is sent by check to their homes, and after a ten days' leave (if they are well enough) they come under the care of the Military Hospitals Commission, army pay and subsistence allowance continuing during their period of treatment.

Men of all classes whose destinations are west of the maritime provinces are entrained for Quebec, where they in turn come before a medical board, and are classified. Elaborate case histories are taken down for those of class II, covering not only their army and physical record, but such items as their former occupation, earnings, schooling, technical training. These records are sent in duplicate to the various governmental departments. For it is at this point, and with these men of class II, who, after medical and vocational treatment may either be rehabilitated into self-sufficient civilians (like class I) or drop into the pensioners (class III), that the primary work of the Military Hospitals Commission begins.

Almost by accident, Canada put into the hands of a civilian commission the handling of this return current of men from overseas. The far-reaching social significance of so doing is only now beginning to lay hold of the public. In testifying before a parliamentary committee in March, the general charged with mustering battalions in the Montreal district, said tersely that he had no time to consider the handling of returned convalescents; his business was to produce fighting men for the front. Not only do the currents run in opposite directions, but their whole functioning is different. The goal of the Military Hospitals Commission is to take the discards of war and readjust them physically, vocationally and spiritually to civil life. Gradually, as the return current grows in volume, and as the commission becomes better known its work is being visualized as a great economic and patriotic responsibility and service.

To date upward of 15,000 men have gone through its hands. These are only the advance guard of no one knows how large an army of invalided men. Until three or four months ago, they came only gradually, and the first to reach Canada were not the most seriously disabled. Amputation and other serious cases would stay on in England for a long time. People in most of the provinces are only now

beginning to meet the real war cripples—to shake men by the left hand or try to talk naturally to one whose painfully labored breath and speech are due to gassing. At the outset, the heads of the medical corps, engineering and clothing bureaus of the Canadian Department of Militia and Defense were made a special committee to look after returned soldiers. A few convalescent homes were started, and there was one file at Ottawa to contain the correspondence. Today there are 1,000 files. The commission was formed by an order in council dated June 30, 1915, under the presidency of Sir James A. Loughheed, member of the Cabinet without portfolio, and was composed of representative men from all parts of the dominion, some of them nominated by the provincial governments. As secretary, E. H. Scammell was chosen, an Englishman who had lived ten years in Canada and who, before the war, had organized the Canadian end of the celebration of one hundred years of peace with the United States. Incidentally, Mr. Scammell's father had been active in rehabilitation work for returned soldiers in England following the Boer war. His own experience in mining and industrial operations in Canada and Australia has stood him in good stead in projecting the social and economic phases of the work. For increasingly, those phases, no less than the medical, have become important.

The Canadian Army Medical Corps had been developed for fifteen years prior to the war. Base and camp hospitals were put in operation to care for the heavy medical work incidental to mustering the expeditionary force. Provision for physical examination of recruits had to be expanded, reorganized and brought to new efficiency following the rejection of large numbers of unfit men after they had reached England. The corps was constantly drained of some of its most experienced physicians who accompanied the troops over sea. But even had the medical corps been equipped to handle invalided men also, so far as numbers goes—and this is a moot point—it is my conviction that the present Canadian system which has vested administrative responsibility for handling returned men in a separate civilian agency, is the better one. The physical restoration of a sick or temporarily injured soldier, so that he can return to the ranks, is a job for army doctor and drill master. The rehabilitation of a permanently injured man for the resumption of civilian life where he left off, or even the care of the wide variety of war wrecks who come back from the front, calls into play all manner of specialists, surgeons, psychiatrists, tuberculosis experts, trade teachers, agriculturists and the like.

Specialization in Treatment

THE work falls into four chief branches—medical,¹ military, vocational and employment. In order to make use of existing resources, and to bring convalescent patients within reach of friends and families, the first step in development was to arrange for hospitals in the chief provincial centers. The work was emergent, much of it clearly temporary, and the effort was not to supplant but to use existing institutions. In December last, overseas patients were being cared for in approximately thirty such, some managed directly by the commission, some by philanthropic or public agencies with which the commission made per-diem arrangements; this in addition

¹The work has been handicapped to a degree by vagueness as to medical and official jurisdiction, but a working arrangement has been arrived at by which physicians of the Army Medical Corps now carry on the general medical work in the institutions of the commission, under a medical superintendent responsible to the commission; while army officers assigned to a command also responsible administratively to it look after discipline, pay, etc., the patients being still, of course, enlisted men. Meanwhile, the commission, as a civilian body, is able to enlist in many cases full-time volunteer work from citizens, make favorable arrangements with private and provincial institutions, and carry on, more flexibly, its overhead administrative work.



JAMAICANS WHO LOST THEIR LEGS AND FOUND A VOCATION

to eighteen sanatoria for tuberculosis. In many cases an addition is built, the commission paying half the cost and having the use of it so long as required.

As the number of men increased, a second classification according to physical disability naturally followed, which called for the creation, equipment and maintenance of specialized institutions. One day at the Montreal office, I ran through the blanks which had reached it that morning of invalided soldiers on the way to the city. The physical disabilities included "over age and unfit"; tendon of Achilles partially severed; ruptured ligament of the right knee; stiff hip; injury to musculo-spiral nerve from gunshot wound in arm; shell shock and goitre; shell shock and anaemia; stiff right elbow; amputated fingers; fibula shot away; gunshot damage to thoracic nerve; shell shock and deafness; nervous break-down. A great many wounds were of the arm and shoulder; few of the legs and feet. To the simple explanation that the upper part of the body may be more exposed, the doctors added the darker one that often the men wounded in the legs and feet in No Man's Land die there. Rheumatism, tuberculosis and heart trouble were the most frequent entries.

War Consumptives

IN HANDLING tuberculosis cases, the commission has been meeting an emergency situation for a year past. Last summer it cabled to England for an estimate of the number of invalided soldiers to be anticipated. The commission arranged for 30 per cent in excess. When the Canadian camps were closed last fall the hospitals were fairly swamped with tuberculous and other ailing men whose presence in the camps had not been reported. Returned men from England numbered twice the estimates. The demand developed so rapidly and so far ahead of medical prognostications that the commission has been meeting it by leasing hotels, schools and other buildings for the quickly-curable cases. In the province of Quebec, the commission has thus opened an old inn and increased the size of two private sanatoria. It has had designed a standard tuberculosis pavilion which will take care of ten men and will last from six to ten years. This can be put up in two weeks and attached to the drainage and water system of any sanatorium. Whether the commission will create permanent institutions of its own for chronic cases to be pensioners of the dominion for life, remains to be seen, but it is felt that the general outcome will be the development of a stronger sentiment for public sanatoria throughout all Canada.

Perhaps 80 per cent of the patients had the disease before they came on the strength. In some cases it was impossible to tell when they enlisted. But that many clearly incipient cases were admitted to the ranks in the early rush due to lack of skill of local examining physicians or the ill-advised pressure of recruiting officers and commanders, is without question. Large numbers of the men developed pulmonary tuberculosis during their training in Canada, brought on by long route marches, wet feet and sleeping in tents before they were moved into barracks for winter. Others came down in England and others through exposure in the trenches. At one time as high as 60 per cent of the tuberculous men had never left the country. Today the percentage is about 50. Not more than 15 per cent have been to France.

In the matter of treatment, the Saranac Lake men in Canada have held to the rest policy. The English sanatoria go in for physical work. The Canadian commission has taken a middle course in adapting vocational training to the three classes into which the patients are divided:



CLASS IN POULTRY RAISING AND GENERAL AGRICULTURE, SEWARD PARK CONVALESCENT HOME, QUEBEC. EGGS AND FOWLS ARE SOLD AND THE PROFITS GO TO THE SOLDIERS

1. Bed cases with temperature. These are given no vocational training.

2. Porch cases. These men in the warmer months study general subjects which can be taken from books; they draw, or do raffia, basketry, crocheting or embroidery. Of course, these occupations cannot be carried on outdoors in the severe Canadian winter.

3. Men on exercise. These put in from one to four hours a day in classroom or workshop along the lines which will be described for general convalescents.

The most striking specialized institution is at Toronto. Here is both an orthopaedic center for amputation cases and a factory for artificial limbs. In the manufacture of such limbs the United States has led the world. Three American experts have, in fact, been called to Europe since the war began to cooperate with the military authorities of the Allies in artificial limb production—Hanger of Brooklyn, the inventor of a special joint; Rowley of Chicago, a large manufacturer of legs, and Carnes of Kansas City, noted for his patent arms. The Canadian soldiers have had difficulty in getting limbs from the English depot, however, because of the great demand from English war cripples. The Toronto institution is the result.

This factory is in charge of a man of thirty years' experience. Skilled artisans have been brought from the United States. As it is a government institution, the factory is able to draw on all known devices without regard to Canadian or foreign patents, and the Military Hospitals Commission claims that its limbs include the best points of French, Belgian and English war designs. In other words, the Canadian soldier marches off on an Entente leg. More practically, perhaps, it should be added that one of the members of the Military Hospitals Commission has an artificial arm—a man of wealth who has tried all inventions and whose advice has had influence in developing a simple government type.

The procedure in the United States has been to give a crippled veteran a grant for an artificial limb. This grant he can spend as he sees fit or go without the limb entirely if he chooses. Limbs are very costly. A soldier has not much chance to kick even with his natural member, if his bargain is not satisfactory. Under the Canadian system the limb is made satisfactory and kept so. Recently a Frenchman with two medals but a bad leg—all gifts of his government—was re-fitted at Toronto.

In amputation cases a cast is taken of the stump, the limb is made, fitted and practised for a certain length of time. Four

to six months must elapse after the operation before the stump is shrunk to normal size, and it must meanwhile be massaged and exercised, or, to use the technical phrase, functionally re-educated, to restore as much as possible of the normal strength and freedom of the muscles. Meanwhile, the time is turned to account. As yet little attempt has been made to follow the French precedents, where mechanics have been taught to use their artificial arms in fine operations. The vocational preparation has been simpler, but is felt to be more practical.

To illustrate: Ten apprentices are to be taken on at the Toronto factory itself, preferably soldiers from different parts of the dominion who have lost their legs. The life of an artificial limb is from three to ten years, and the government undertakes to repair and replace limbs as often as necessary. These apprentices are to be taught leg making and repairing, that they may be able to look after the legs in their part of the country in following years.

A central hospital for nervous diseases has been established at Coburg, Ontario, where men suffering from shell shock and neurasthenia are sent. All the different forms of nerve sickness are present—melancholia, amnesia and dementia, and the rest. At the end of two or three months, chronic cases are transferred to provincial hospitals for the insane. Two alienists are in charge, and a new institution is likely to be opened soon for shell-shock cases, which do not mix well with the others. Theirs is nervous prostration through terrible experience. The head wiggles; if you speak quickly the man jumps; he cries easily. Only a small residue it is hoped will be in need of permanent institutional care, but no one can forecast what recurrent consequences of the great war will press down upon these men in the years to come.

A war-time version of the bramble bush is that of Private Chambers who was blinded as a result of shell-shock. After an extended but unsuccessful treatment in London, he was started home in a boat which was torpedoed. The excitement restored his sight and the passengers were saved. Even so, there are limitations to the psychiatric treatment which can be generally recommended! If the case proves to be only a mild form the patient is sent to his home on military pay, or to a convalescent home with recommendation for vocational training. For here again occupation has been found to be of great value.

The story is told of a young American volunteer, wounded in the shoulder, who, as a result of shell-shock, had a total loss of memory. Before the war he had been a stationary engineer in the South Station, Boston. He was sent to his sister's home in St. John, N. B., so nervous that he could not be treated in a convalescent hospital of the ordinary sort and so afflicted that he could not go three houses away and find his way back again. A teacher was sent to the house and began with raffia, basketry and simpler woodwork. Memory exercises were built up on these occupations and the man is slowly recovering.

Hospitals for Convalescents.

ALTOGETHER some 4,000 soldier patients are being cared for by the commission at this time, either in institutions or as out-patients. Even after the process of institutional differentiation is carried much further than at present, the largest group will be the general cases—just as with a city hospital, or charity organization society, or any other social agency receiving all comers. Along with its various advantages, the commission was not only unwieldy in size and scattered in membership, but it has had to be educated. It has learned some things, slowly, only through experience; a process which nev-

ertheless has been accelerated by the fact that certain key members have practically put in full time, grappling with problems as they arose. The commission started with small homes and not a few of these were donated. While each was a tribute to a patriotic conscience, it was apt to be a poor place for a convalescent patient. Writing of them, Senator John S. McLennan, of Sydney, one of the broadscale members of the commission, said:

"There are many men in our homes today, still unfitted to resume civil life, whose wounds were received in the great battles of a year ago. The supply of comforts, which in many cases were luxurious; the relaxation of discipline, the treating of men as one treats a civilian patient in the interval between illness and the resuming of ordinary occupation, which might do no harm if the experience was to be counted in days, are most seriously detrimental to the best interests of the men when extended over the prolonged periods which have been found unavoidable. The first conception of the homes was that they were places of relaxation; the right one, which experience has taught us to realize, is that they are places of rehabilitation."

In the second stage of the commission's work, therefore, the trend has been toward larger city units under its own management. There are signs that this, in turn, is giving way to a third stage of still larger units, some distance out from the cities, near enough to call on the best medical service, but far enough away so that men will not be cooped up in barracks-like recreation-rooms, nor left in their free time to the commercial amusements of a wide-open town like Montreal, with resulting drunkenness and venereal disease.

Much is anticipated from the development at Whitby, where a large hospital for the insane built by the Ontario government has been taken over by the commission for its convalescents. Similarly, in Quebec, Lieutenant-Colonel Smith is negotiating for new suburban institutions and getting estimates on hut-hospital settlements similar to those created in France.

Moreover, every month has added to the evidence that it is not rest the men require so much as occupation, mental and physical, a need which calls for a further classification of patients quite as important as any thus far set down. Among the 2,600 patients in the Ontario hospitals, 300 occupations were represented. The men's tastes ran in twenty different lines. Only in large units can you get enough men to justify a class in even representative trades. But while the commission failed to call in institutional experts at the outset, in working out its administrative problems, it has been forehanded in calling into its vocational work some of the most experienced men in technical education in Canada under the superintendency of T. B. Kidner. Professor Kidner came to Canada in 1900 under the Macdonald fund, organized technical education in Nova Scotia and New Brunswick, and came to the commission from Calgary, where he was director of technical education.

The Vocational Work

THE ORIGIN of the vocational work was characteristic. The first year of war Mr. and Mrs. T. K. L. Ross lent their home, Drumbo, in Sydney, as a convalescent home. Mrs. Ross's sister, Miss Matthews, discovered the social need of the men who were beating time while waiting to get well. She approached B. H. Murray, premier of the province, who asked Principal F. H. Sexton, of Nova Scotia Technical College, to look into the matter. Engineering courses in five colleges (mining, civil, electrical and mechanical) and evening technical schools at twenty points throughout the province fall



FREDERIC H. SEXTON



SIR JAMES A. LOUGHEED



LIEUT. COL. C. F. SMITH

under Professor Sexton's oversight, so that he brought exceptional knowledge of occupational conditions as well as educational method to his task.

"The stream of badly wounded soldiers has started to flow to Canada," wrote Professor Sexton; and asked, "Are they to drift through life as respected paupers, or to be helped to competency?" He pointed out that pensions would keep men from want, but without productive labor would not maintain them on the level desired; that the country at large did not want to enter upon "such an elaborate and spendthrift policy as has been developed in the United States." The way to prevent such a wholesale charity, argued Prof. Sexton, is "to train disabled soldiers for occupations by the well-known and tried methods of vocational guidance and the training of adolescents." There would be nothing new, except the kind of human material which would be available. With increasing use of the dictaphone, it might be possible to make an efficient stenographer out of a blind man with no legs. But the practical range of opportunity has opened up in many less spectacular ways. More than twice as many gainful, skilled and semi-skilled occupations, according to Professor Sexton, are open than there were fifty years ago, or at the close of the Civil war. Automatic machinery is calling for less physical strength. Whereas the old apprenticeships took from two to five years, the time necessary to become proficient in some of the new occupations which have come in with the subdivision of labor may be only as many months. There would be, therefore, a host of outlets for men partly disabled. It would not be sufficient, however, warned Professor Sexton, to train an invalid man as machine tender. He must be given a general groundwork so as to adapt himself to rapid evolution in manufacturing.

Professor Sexton pointed out the beginnings already made in France in schools and workshops for invalids; boarding-houses with apprenticeship in private workshops; organized cooperative workshops subsidized and encouraged by the state; and industrial allowances permitting invalids to follow apprenticeships in their homes. He felt that the Canadian solution lies in shop-hospitals and convalescent homes cooperating with technical schools and neighboring workshops and in

enlisting voluntary instructors, such as schoolteachers, skilled mechanics and employers. Such a system should be applied locally, for the man would want to be near home, and industrial and educational cooperation would be most efficient and natural, province by province.

"It should be looked upon," wrote Prof. Sexton, "both as a public investment and as an obligation to the men who have risked all, that the individuals of the empire may continue under the conditions of personal liberty which they have bought so dearly and cherished so ardently."

In October, 1915, at the federal prime minister's invitation, an interprovincial conference was held at Ottawa. Five premiers, among other provincial ministers, took part. The commission's secretary submitted a report recommending that the work of training returned soldiers and finding employment for them should be established on a comprehensive basis; several of Prof. Sexton's suggestions were embodied in his report, and vocational education was definitely entered upon early in 1916. Canada, while not the first to take it up, has the distinction of being the first not only of the colonies, but of the allied countries to put it on a national basis under a centralized authority. In France it has been taken up in many different ways by many different institutions. Education in Canada is a provincial matter. At first there was some question of its being an infringement on local autonomy, but the creation of provincial commissions and of local advisory bodies adjusted this difficulty. Expenditures by provincial educational authorities in connection with classrooms or shops are reimbursed; teachers are responsible to the commission and their salaries are borne by it. The vocational work is divided into six main regions, each under an experienced secretary—Quebec and the maritime provinces, Ontario, Manitoba, Alberta, Saskatchewan and British Columbia. The work in Quebec and the maritime provinces is under Professor Sexton, with headquarters at Montreal. There the pioneer development has taken place which has set the norm for the dominion.

The therapeutic value of the work gives it its first claim. Keep a convalescent busy, get him to forget his troubles and he will get well more quickly. It is this principle which threads through the scheming of classes in such varied subjects

as arithmetic, English, stenography, bookkeeping, poultry-raising, bee-keeping; market-gardening and the lighter forms of agriculture; motor mechanics and carpentry; mechanical and architectural drawing, no less than through the handicraft work of the sanatoria. Of course, there are some slackers who would rather loaf through convalescence, but that is not the spirit of the majority. The army doctors say that vocational work is better than drugs—and so do the men. For example, a man who had ankylosis of the fingers—stiffening of the joints—claimed he got three times as much good from typewriting as from the most skilful massage. His testimony was not altogether different from that of the returned officer, wounded by shrapnel in the wrist, who found more relief in sweeping vigorously at curling than in massage. Some men in the carpenter shop develop more flexibility and precision in muscular effort than in using the most elaborate mechanical devices for treatment.

Nor are the results merely physical. Most of the men come back with sluggish mental action. They have been under military discipline so long, clothed, fed and ordered about, that they have lost independence. On top of that may have come loss of further initiative by hospitalization as an active case in an overseas military hospital. Many of them have been under tremendous strain which they do not recognize until they are back from the front. All this involves a nervous reeducation for which vocational work proves more effective than any medical or disciplinary program. A man gains confidence by making something with his hands. He concentrates on it and gets a new freedom for eye and muscle.

Recently, at the Grey Nunnery, the medical officer brought in one English-born patient who was suffering from insomnia dating back to shell-shock in the second or third battle of Ypres. "He's simply lost his nerve and is going to pieces," said the "M. O." "Can you do anything for him?" When the fellow took his stand at the carpentry bench he jumped at every noise; he could not work for an hour; he found difficulty in coordinating his muscles. The day of my visit he was leaning over his bench making some careful measurements with sure fingers on a wooden candlestick which was to fill a Montreal order. They said he was sleeping like a top.

The men I saw in the classes at the Grey Nunnery ranged from trappers to clerks and mechanics. Mostly, however, they had been unskilled laborers. When they come in, according to the vocational officers, they have little plan for the future. They have been used to living from day to day as the soldier does. Many are depressed, yet many are optimists. A man with a leg off says—"It might have been my arm." A man with a hand off says—"It might have been my leg." In the vocational classes they begin to gain not only a new self-confidence, and slowly a new initiative, but a new horizon for the future. Here the economic motive is brought into play. To illustrate with a low-grade group:

From Trench to Cobbler's Bench

SHOE repairing is adapted to the older men—for some who went out with the first recruits, men of adventurous type, had turned fifty if they were a day. "Do you want my regimental age or my real one?" they ask when they are back in a hospital. The vocational classes get condemned military boots, or those which have been partially worn out. These are repaired by the probationary cobblers in the shoemaking class, so that, on an average, seventy-five pairs a week are turned out at the Grey Nunnery. In some cases it means taking the uppers and relasting them to boys' sizes. The shoes are for the most part sold back through the regimental canteens at \$1.50 a pair.

The difference between the cost of the stock and the sale price of the made-over shoe goes to the convalescent. "Here," says Professor Sexton, "is a good economic circle. The shoes would have been useless; the soldier-pupils have actual shoes to work on—something much easier for a beginner than to make a new pair. Moreover, the soldier gets a good pair cheap. He gets only two pair a year from the government while in the Canadian camps, and has to buy others out of his own pocket. The repairing is something which men forty years old can carry out, who have had only unskilled occupations in the past, and who are no longer going to be strong enough to do heavy labor. And there are openings for little repair shops in many a village in Canada."

Not a few of the instructors are themselves invalided soldiers. One reason lies in the fact that the war has drained the trade schools. No less than five of the men from the technical staff of Calgary went overseas. One of the best instructors in Montreal was a wounded man sent back as conducting officer with a party of sick. At Lake Edward the commission is making the experiment of building up the entire staff from among returned men. A graduate of an agricultural college, a graduate from a technical school and one from a business college were found among the tuberculous patients. The shoemaking class at the Grey Nunnery is taught by Corporal Brown, returned from the sixtieth battalion with a severe case of asthma. The vocational officer in charge is himself a former instructor in philosophy at Kings College, who had taught general subjects in summer schools throughout the Canadian west, and whose physique kept him from going overseas after enlistment.

The Carpenter's Shop

ONE of his most interesting experiments has been in the carpentry class. Through an exhibit of their first work one thousand dollars' worth of orders were taken in. These filled, orders for one thousand dollars more are in hand. At first there was some reluctance on the part of the commission to have men earning in addition to their soldier's pay, as it was felt it might induce some to keep on as institutional workers, especially should they get a sentimental value for the things sold. That last was easily prevented. The plan itself involves no cost to the government, and its practical value in motivation has been convincing, so that it has been adopted.

Twenty-five per cent is checked off the retail value of the article for material and overhead; the soldier-pupil gets 75 per cent. In this way men earn from fifty cents to over a dollar a day. One such soldier, as the result of three months' work, left the Grey Nunnery with \$70, with which he was going to give his little girl music lessons. The soldiers can draw 20 per cent of their earnings in cash, the remaining 80 per cent on discharge. Thus, incidentally, thrift is encouraged.

Meanwhile the handicraft classes are turning out things for the hospitals themselves. Three massage-tables and 100 bed-trays are being made in the carpenter shop at the Gray Nunnery—to say nothing of chests, umbrella-stands, tabourettes, workbaskets, magazine-racks and kitchen-tables.

Similarly, in Alberta, the men receiving agricultural training at one of the convalescent homes get the returns from their small gardens and poultry-raising. Each is allotted a piece of ground and prizes are given for the best vegetables.

The industrial classes are schemed out along practical lines so at once to arouse ambition and make the man more valuable as a producer when he re-enters industrial life. Very often a machinist or carpenter, for example, can increase his earning power by learning to read blue-prints. A molder, hit

with shrapnel in the back, was unable to return to his work. After much talk, he was persuaded to go into the drafting class, and discovered that he had talent for drawing. In six weeks he was doing simple mechanical drafting with precision and equipping himself to become a foreman in a molding shop. Corporal Cassils was a Canadian machinist who came back with a distinguished conduct medal and a wound in the back. He took four months' instruction in drafting, and in March secured a place at more pay than he has ever earned.

In some cases men are able to shift occupations, leaving those they do not like for ones they do. A man who had been driving a milkcart, earning \$12 a week, came back from war with a wounded shoulder. He was placed in the drafting class for three months. In March he got a job in a munitions factory at \$75 a month. A Russian in the carpentry class had been a coal-miner in Canada, and by a trick of fate it was a mine explosion on the battlefield which seriously injured him, so that he could never use a pick again. He had never handled bench tools in his life, but proved to be a "natural born carpenter." After two and a half months his instructor said he was fit to take up light work.

Further illustrations of the simpler forms of vocational re-adjustment—which in the mass mean much more than the more striking cases of re-education to be described later—are the following:

A Nova Scotia farmer's son of twenty had worked as a painter before enlistment. He contracted tuberculosis before leaving the country, but could not return to painting because of the danger of a recurrence, nor was he strong enough for farming. All work like pitching hay, ploughing or even hoeing strains the pectoral muscles and is apt to reopen lesions. The boy was of ordinary intellectual ability. He has been sent to a business college for six months and is proving an excellent student.

Another Nova Scotian farmhand partially lost his hearing. He tried to get work without success; for the farmers did not want to bother writing out their directions. He was sent to a school for the deaf to learn lip-reading. Incidentally, the principal is a poultry-fancier, the young fellow is working with him in his hennery and later is to be sent to an agricultural college for six months.

A Scotchman employed as a filing clerk in handling blue-prints before he went overseas, where he was shot through the elbow, has been taught stenography and trained to use the typewriter with the left hand. He is now a typist in the pay department of the Canadian army, and catalogs books at night in the law library of McGill University.

The day of my visit to the Grey Nunnery twenty-one men had written the preliminary examination for the civil service. Fifteen men had been studying history, geography, composition and arithmetic in preparation for the qualifying examination, which leads to a general clerkship starting at \$900 with a \$100 increase annually up to \$1,200. Two were writing their papers for the second class, which qualifies for \$1,600 positions.

Altogether, 347 men went through the training classes at this Gray Nunnery from September to February. Orders have been issued from Ottawa requiring every man (unless excused by the medical officer) to take a certain amount of vocational work every day in some class he elects. The vocational department, however, counts more on interest than on compulsion, and, as better equipment is introduced, the response is immediate. The simple shops at the Grey Nunnery have been succeeded this spring by the machine shops at McGill University, where chipping, filing and the general range of bench work is being taught; and by classes at the Montreal Technical School, to which the men go in squads for carpentry, motor mechanics, architectural drafting, mechanical drafting,

metal work, shoe repairing, electrical wiring, agriculture in its lighter forms and handicrafts. In February seventy-four men took the courses at the Grey Nunnery; 140, or double the number, applied for the new classes.

The Borderline Cases

OCCUPATIONAL therapy—such as has been described, and such as has brought about excellent results in progressive sanatoria for tuberculous and neurasthenic patients, and earlier in institutions for cripples and defectives—is new as a wartime medical policy. And it is still, so far as the Canadian hospitals go, conceived of chiefly as a medical policy. Its economic aspects are only now carrying conviction outside the group of vocational officers who have been its pioneers. As yet it has a great shortcoming.

When medical discharge comes the vocational work is cut short. The doctor may estimate that it will take three months for a man successfully to convalesce; the vocational work may be schemed out accordingly. The man grows well more quickly, is discharged and the vocational plan frustrated. Not only should there be provision for continuing training in such cases, but the vocational officer should be empowered to work out a complete program for each man on a vocational basis in the same way that the medical officer works out his on a medical basis. Discharged men are allowed to come back to classes after they leave the institutions, but theirs is a problem both of money and strength. A patient just discharged from a convalescent home is not likely to have the surplus physical energy to continue class work in addition to earning a living. He may have to go a long way before he is fit to carry his ordinary load.

The vocational men believe that the door of opportunity should be opened wider. It has been opened to one group of men—those so physically disabled as to be unfit for their previous occupations. These are continued on a modified scheme of government pay during a period of re-education. A year's trial has shown that this program, as far as it goes, is worth while. Secretary Scammell is ready to advocate an enlargement of its scope to take in the borderline cases—men who could return to work, but, being capable of development, would be much better off eventually if given a longer probationary period. In their testimony in March before the parliamentary committee investigating the treatment of discharged men, this recommendation was strongly made by Secretaries Kidner and Sexton.

The fear has been expressed that if the government should loosen up its regulations there would be a great deal of malingering. Unlike ordinary patients, the men are on pay. Yet it would seem no more difficult for a vocational officer to prevent malingering—less difficult, perhaps—than a doctor. The thing, obviously, to guard against is lest numbers of men feel that they have a living coming from the government and so cling to the convalescent institutions when they might be striking out for themselves. Psychologically, this is a very real problem; but not an impossible one through such a half-time arrangement for trade training, for example, as Wisconsin has worked out between the public schools and industrial establishments.

Re-Education

AT A rough guess, 2 per cent of the invalided men are candidates for re-education. This is the second main division of the vocational work, and was only entered upon last June. Senator McLennan has made it his special interest and recently brought out a report covering French, English and (a rare example of wartime broadmindedness) German experi-

ence in this field. It means a much longer process, and a much larger government investment in the individual man—from three months to two years, during which the Medical Hospitals Commission supports him and his family on standards built up from the experience of the Patriotic Fund. Here Alberta has taken the lead. The training is carried out either in hospitals or provincial institutions, or it may be intensive industrial apprenticeship in conjunction with some industrial plant.

The most obvious cases are the blind, but to date nearly all Canadian men who have been blinded—fortunately no more than twenty—have been trained in St. Dunstan's Home, Regents Park, London, under Sir Arthur Pearson. The record of some of these men has been very encouraging. Lieutenant Baker, for example, is on the staff of the Hydro-Electric Commission. Two privates are being trained in the school for the blind at Halifax, established by Sir Frederick Fraser.

Perhaps the most engaging story is that of Private Smith, an American homesteader in Alberta who enlisted in the Canadian expeditionary force. Broad-shouldered, young and vigorous, the medical examiners did not detect that he could not see out of one eye. While he was in training camp the sight of his second eye became affected. Even the doctors in the camp hospitals did not discover that his seemingly good eye was blind, for he kept his secret and clung to his hope of going to the front. He was sent to Quebec, put on a train for Montreal and found his way to the Patriotic Fund. He was suffering from detached retina and half an hour later was in a hospital under skilled medical care. There was a chance through an operation. He fought his fight in the Montreal hospital, and lost, so far as his eye went. When that eye went, the light of the world, of course, went out for him.

But Private Smith won his fight in another way. He went to the blind school in Montreal for two months. A visitor from the Patriotic Fund went to the hospital every day and read to him. If you can get a man over the spiritual darkness at the outset the fight is half won. Smith came to see that he was learning things he had never known before. Tired of the juvenile classes at the blind school, he went back to his homestead. The fund gave him a typewriter, which he had learned to use, a Braille machine, a blind man's watch and an outfit of clothing. One of the fund visitors learned Braille in order to write to him, as she does every week. He is dividing his work into three parts, and has an avocation besides. He peddles aluminum ware and books on farming; he shovels grain in harvest-time; he does the typewriting at the local hotel, and when county-fair time comes he sells soft drinks. But more than all that, he is writing letters to other blinded soldiers, encouraging letters to help them through the first difficult period of spiritual darkness. "The first thing to remember is to be cheerful," he writes. "If you don't, you are a burden to yourself and nobody else likes you."

Secretary Kidner tells of a private in the tenth battalion who lost an arm, which ended his former calling, that of a locomotive fireman. Not to scrap his knowledge of railroad he has become a station agent and trained telegrapher.

Less than a dozen men have as yet been fully re-educated in Canada. The first step is an analytical survey of physique, mentality and industrial experience. In France elaborate apparatus has been invented to test scientifically the reserves of physical and nervous power a man has to build on; but even with that, his problem of livelihood has only been broached. "You have to sit down and think hard," says Professor Sexton, "and then think hard some more, to figure out what a man who

comes back badly crippled physically and industrially can be fitted for in the scheme of things which will be Canada after the war. On what you think out may hang years of that man's fortune."

If, on investigation, the vocational officer believes a patient entitled to re-education, he brings his case before a Disabled Soldiers' Training Board, composed of the vocational officer of the district, the medical officer of the Canadian Army Medical Corps and a lay member—usually a member of a provincial committee on vocational education appointed under the Military Hospitals Commission. These last committees are composed of men in each province representing different phases of life, such as experts in general and applied science, in agricultural education, employers, labor representatives and members of the provincial soldiers' employment commissions. If a man is recommended by this board, forms giving his record and its findings are sent to Ottawa, where they come before the vocational secretary and the medical superintendent of the Military Hospitals Commission for final action.

Facing Life Again

THE vocational work proper is, of course, numerically, the more important division, and, as we saw earlier, enters into the scheme of treatment for practically every group of invalided men—and this, for social as well as medical reasons. And, veterans though they are, the process, psychologically, is often one of conquering fear. "The majority think they cannot go back to their old positions," says Professor Sexton. "They dread not being able to make good. They shrink at the thought of continuous effort eight or ten hours a day, for, while the demands of military life are often intense, they are spasmodic. They fear the daily grind necessary to make a living. It is here that the vocational training comes in. They get an opportunity to find their old power. Men go into a carpentry shop and make things they have never made before. Men go in with insomnia who hang around the door in the morning until the shop is opened. Only so can they forget what they have been through and the ghastly horrors burned into their minds. To fix their attention on the thing they want to do, the thing that grows under their own hands, is the greatest of restoratives."

For, after all, the men crippled with rheumatism who limp about the halls of the convalescent homes, or the men with poison oozing from their feet from forms of trench gangrene, the men still weak after pneumonia or panting from gas, the war consumptives who line the porches of the sanatoria, or the nervous shakers in the shock-hospitals have only reached what might be called the second line in fighting their return way to the ordinary walks of life. They are throwbacks from the ugly business of war. They are recruits for peace from the front, and all comers must be mustered in. And still ahead of them, after discharge, is the final battle-ground for the wounded men.

Something of that and of the work of the provincial employment commissions will be taken up in another instalment. This can well close with a word of recognition of Canada's good fortune that this mustering of broken soldiers—this "civilization," if you will, to use a thought-challenging phrase to set off against the out-going "militarization"—is in the hands of a civilian body. The Military Hospitals Commission has shown breadth and social insight in conceiving its work for 13,000 convalescents, invalids and insane along lines of health, schooling and vocation. It has coordinated widely scattered institutional agencies into a working scheme for readjusting men to normal life and labor.

Rebuilt Men

New Trades and Fresh Courage for French War Cripples

By Bruno Lasker

OF THE SURVEY STAFF

“WHO will make a courageous start? The Army Medical Corps would like nothing better; but the war minister has declared that he will not meddle in school matters. A commission, it seems, is going to establish these schools for war cripples. It consists of delegates from several government departments. If we have to wait until they agree! The mayor would gladly take this new institution under his wing. But some of the city councillors are afraid of the cost. They want to know what this is going to lead to. They would like to limit this new school to residents. They demand in advance quite a number of precise guarantees.” So, according to Jean Breton (*A L'Arrière*, a series of charming sketches written to tell the men in the trenches how things are getting along “behind,” published by Delagrave, Paris, 1916), the provision of proper training facilities for war cripples hangs fire indefinitely.

But matters are moving. In one place, a big manufacturer simply overrides all red tape, supplies the material means and infects others with his enthusiasm. In Lyons, Mayor Herriot (known to many Americans as the genius behind the French exhibit at the San Francisco fair and organizer of the Lyons municipal exhibition of 1914, now a senator, and minister of national subsistence and labor in the last cabinet) has taken the initiative and transformed a trade school for cripples previously in existence. Other cities have followed; and there is now in progress throughout the country the establishment of a great, new social service, the training of the war victims in industrial and commercial activities which will make them self-supporting in spite of their physical limitations.

In some cases, says Breton, involuntary idleness already had made inroads upon the spirit, health, and capacity of the crippled soldiers. Accustomed to vigorous activity, many of them were languishing, pessimistic, and gradually falling into that hopeless invalidity which is psychological rather than physical. They were even suspicious of the new trade schools when these were established. “Does the government want to deprive us of our pensions?” “Are we to work without pay?” “What is behind this effort to get us into schoolrooms and teach us new crafts?” But when it was found that the payment of pensions went on as before and that there was no pressure, other than that of well-meant advice, the number of voluntary candidates for admission to the schools quickly increased. Now the attendance is so great that the improvised premises with their imperfect equipment are very far from adequate.

Taking for his motto the old adage that “habit is second nature,” and for his program “no more invalids,” Prof. Charles Juillard, of Geneva, head of the surgical department of Red Cross Auxiliary Hospital 112 at Lyons, has published a study on Habituation to Mutilations, which won the first prize of a competition organized by the Committee on Accidents of the second International Medical Congress at Rome (library of the University of Geneva, and Felix Alcan, Paris, 1916).

This work owed its inception to the increasing need felt by administrators of workmen's compensation laws to define the

extent to which victims of labor accidents may reasonably be expected to become self-supporting. The idea that a maimed or wounded limb can still be useful, that its functions are not necessarily compromised by the organic loss, has become more and more accepted. The study of habituation to such losses was begun by Guermontprez, who drew attention in 1884 to cases of remarkable adaptations to the losses inflicted by serious accidents, and has since been advanced by a voluminous literature, chiefly by German students.

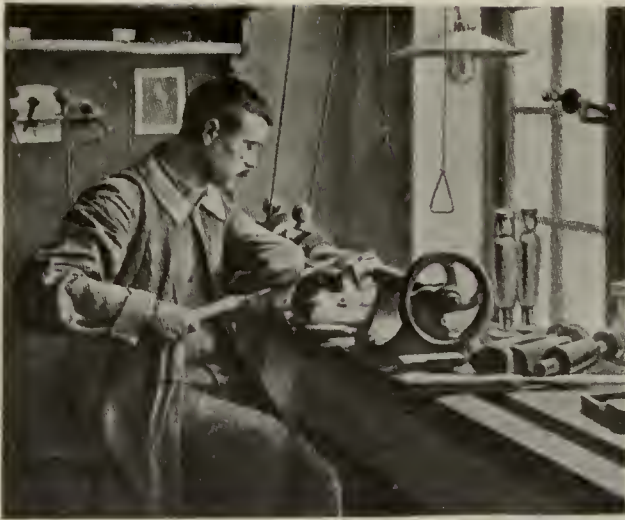
The chief factors in functional adaptation are age, nature of hurt, previous occupation, legislation to which patient is subject, his character, intelligence, and temperament, general health, social environment, sex, education, time elapsed since accident, influence of doctor and lawyer. Youth is, of course, a great advantage. But if a serious mutilation occurs before the period of growth is over, it may in certain affections of the bone arrest the natural development of what remains of the limb. No statistics are available on the effect of amputation on the length of life; and at least one big insurance company has confessed that its premia in such cases are based quite arbitrarily on the mortality expectation of invalids entirely incapable of work. The chief advantage of youth is greater ability to change occupations. But more important still is the effect of mutilation on the mental state of the patient; and here it is sometimes found that the young, seeing their professional career destroyed and believing themselves unable to marry, are more likely to fall into a state of melancholia.

The effect of legislation is seen by the difference of results obtained in Switzerland, where compensation is in lump sums, and in countries where it is in the form of a life pension. In the former, adaptation is much more rapid. “We have found a large number of maimed workers,” says the author, “who have become accustomed to their mutilation in one year, for example in the case of total loss of thumb and several fingers. They were working at a full wage after several weeks but declared they had not become really habituated to their loss in less than a year. For the same mutilations, we see in Germany delays of habituation extending sometimes over several years.”

The amount of compensation also makes a difference. The author believes that inertia can best be overcome by a periodical revision of benefits, on the basis of a new medical examination with a special view to establishing whether functional adaptation has progressed. Character, education, and other factors are too subtle to enable statistical or other definite comparisons. Experience goes to show that married workers and heads of families are more likely to adapt themselves quickly than the unmarried.

How to Accelerate Habituation

How may this functional adaptation best be accelerated? Juillard insists on the need, more especially, for early mechanotherapeutic treatment to alleviate the troublesome symptoms and to encourage new helpful muscular movements. Often it is the best thing to adapt such treatment from the beginning



Left, a turner in the Joffre trade school for wounded soldiers at Lyons; center, an Algerian, who has lost both legs, learning shoemaking at the Paris school for crippled soldiers; right, a "left-hander"

From "Documents de la Section Photographique de l'Armée (Ministère de la Guerre)" No. 14, Librairie Armand Colin, Paris



to the specific employment of the patient by placing him in an institution where the proper tools or machines of his craft are available. In some German institutions, navvies may be seen shovelling sand into barrels which empty themselves automatically within the proportionate time allowed for the operation. Other workers try to wield a hammer, a file, a saw.

Prof. Jules Amar, director of the Paris research laboratory for occupational labor, has installed in a number of training schools apparatus for physical and psychical tests (described by him in a special bulletin of the Military Hospitals Commission of Canada, April, 1916) where men's movements are analyzed by graphic registration, in relation to their regularity, direction, speed and force expended. They give a fairly reliable test of the nature of the physical incapacity, maladroitness or disability, and thus indicate the most promising method of training. The laboratory expert furnishes each man with a card of his qualifications upon the strength of which expert instructors in the workshops select the practical and theoretical training.

The mental condition of the patient is of the greatest possible importance in this connection. It will determine, says Professor Amar, "the diminution of his former personal value which is the result, often unsuspected, of the wound." A man in good health, fairly intelligent and well educated, other things being equal, is a much more promising student for a skilled trade, either his previous or a new one, than a man suffering from the nervous effect of his illness, not particularly bright and with no rudiments of trade knowledge. In the one case, it will pay to make every effort, even though prolonged and costly, to set the student up as an independent, skilled craftsman; in the other, one of the unskilled trades, and possibly relief employment at a made task, may have to be chosen.

Dr. Bourillon, director of the National Trade Institute for War Invalids at St. Maurice, believes that the re-training of

men for their former occupations may easily be carried too far. (*Revue Philanthropique*, January, 1916.) "For example, one cannot help thinking, when contemplating a carpenter who is laboriously planing with an artificial arm that it would have been wiser to have found him a profession which would profit by his intelligence and by the arms and legs remaining to him, and have made him either head of a timber yard, by developing his instruction, and giving him some notions of drawing, or a postman, a bookkeeper, a caretaker in an office, etc. One would have less occasion then to fear that, discouraged by the insufficiency of his wage, and the trouble he experiences in the exercise of his trade, he might abandon it and find himself without hope in life." Dr. Bourillon also foresees other possible problems arising from training an over-supply of workers for certain trades which would result in a lowering of wages, from competition with women workers, from greater liability to accident. To some extent, the first two can be solved by directing disabled men toward trades in which they themselves can become small employers; but a mention of these difficulties shows how complicated are the considerations which must go into the choice of trades and how many different kinds of training schools will be required.

New Types of Trade Schools

THUS, trade schools are needed for those able after re-training to follow their previous occupations, those who must be trained for new occupations, and those who can never become quite self-supporting by their work. There were, previous to the war, such institutions in Denmark, Sweden, Norway, at Altona (Prussia) and Charleroi. Here shoe making, book binding, paper box making, tailoring, basket work, harness making, and bookkeeping are taught, and a choice is provided of a number of suitable occupations. In these schools wonders have been accomplished. The case is told of a pensioner in

the institute of Charleroi who, both hands amputated, with the help of apparatus ending in a magnet at the right and a hammer at the left, was able to secure employment in the manufacture of brushes by driving nails. There is no limit to human ingenuity. "However mutilated and useless in appearance, a man can with good will succeed in taking up again an honorable place among his fellow workers."

One of the chief functions of these schools is that of giving students a taste for work, the habit of discipline and regularity, saving them from pauperism and moral deterioration. In the most modern establishments, an effort is made to bring as many of these unfortunates as possible back to their accustomed occupations. Care, of course, must be exercised not to interfere with the inflammations of neo-plastic affections which sometimes follow an accident and require either immobility or appropriate treatment. But most of the traumas which leave behind faulty circulation, nervous troubles, hyper-sensitiveness, muscular atrophy, thickening of the epidermis, etc.—that is the residue of the great majority of non-fatal labor accidents—benefit from everything that aids circulation, attenuates the impressionability of the nerve ends, makes supple the ligaments and tissues, and strengthens the muscles. No orthopædic treatment alone, in the majority of cases, is of the same value as regular work, requiring real effort.

Applied to war mutilations, this finding from the experience of industrial accidents becomes at once of vast importance. There is not, however, an absolute analogy. A greater number of the mutilations are of a serious nature, wounds more often affect important organs, and complications by suppuration are frequent which leave behind irreducible ankylosis. Yet, from the experience of industrial mutilations it is certain that the great majority of war cripples can be made industrially productive and economically independent.

Again, amputation is incomparably more frequent in war surgery than in civil surgery, because of inability to give immediate attention, infection from lodgment of projectiles or fragments of clothing in tissues, of seriousness of lesions, and repeated hemorrhage. Yet, in the schools for wounded soldiers created during the war, marvellous results have already been observed in the rapid habituation to new uses of healthy limbs and to artificial limbs.

A surgeon connected with one of the trade schools for wounded soldiers says: "We thought in installing our pupils in their trades that time and experience would throw light on the respective usefulness of different makes of artificial limbs and would show desirable modifications. . . . But in practice, the pupils have so quickly learned to overcome difficulties by natural means—substituting for movements that hurt others, developing an ingenuity of touch in the stump of a forearm or arm—that it has proved difficult to make them accept the aid of any apparatus. At first when I paid an unexpected visit to the workshop of the brushmakers or of the paper box makers, I got red angry to observe that they had carefully laid aside on the table their artificial arms and were at work with the greatest zeal, using the invalid limb, the stump, the elbow. Now I have come to the point where I no longer insist on the use of these aids except in certain particular cases."

The experience of these schools already has shown that the amputation of a limb is not incompatible with the exercise of the trade of a machinist, a bookbinder, a toymaker or a designer. Loss of a leg does not prevent a tailor or shoemaker—in short, any member of one of the so-called shop



MUTILATED SOLDIERS LEARNING BOOKBINDING

crafts—from following his trade. Gardeners with a wooden leg will soon be common.

Here is a case where habituation after an amputation has taken place with remarkable celerity: An Alpine chasseur, thirty years old, was wounded in August, 1914, and made a prisoner. He had his left leg amputated by the Germans, was operated on again later to regulate his stump, and finally was repatriated to France in March, 1915, with a convoy of "seriously incapacitated." He received his wooden leg in May. Eight days later, he was dismissed as "mended" and went home. He immediately turned to work on the land and, a month later, was able to mow the mountain meadows of his farm and to employ himself in all the chores of field and stable, even climbing trees to gather fruit, mounting on horseback without assistance, and riding equally well at a trot and gallop.

Another hopeful discovery is that projectiles of every caliber and of every kind, balls, howitzer splinters, shrapnels, can remain in the organism without occasioning trouble. In the long run, the wounded gets accustomed to them, and no bad effects remain behind. Sometimes there is a reopening of the infection which may bring about suppuration and elimination; but in far more cases than is usually thought a complete tolerance of the foreign object results.

Rapid mobilization of wounded limbs, in nearly every case where reinfection is no longer to be feared, has been found the most important factor in rapid functional adaptation.



POILUS INITIATED INTO THE MYSTERIOUS FORMALITIES OF FRENCH BUSINESS CORRESPONDENCE

Even when the unhealthy region must be kept immobile, the neighboring functions can be exercised. There is now a general feeling that bandages should not be worn longer than absolutely necessary, that crutches should be taken away as soon as it is possible for the patient to walk with an effort, even though still in pain. "The apparatus of immobilization and of aid, is valuable while the wound is healing; it is a certain enemy when functional adaptation to a new state has already commenced."

There is not as yet much experience to show how different kinds of cases will adapt themselves to different occupations and trades. Among the mutilated some try to make the best of their old careers which their infirmity permits; while others prefer to embrace a new one for which they are more fitted.

Professor Amar is of opinion that the fitness of war cripples for any particular trade can be accurately proven by the experiments already mentioned. On the strength of much experience he is convinced that 80 per cent of the maimed are capable of vocational re-education. "They may be divided as follows: 45 per cent totally, that is to say that they may succeed in earning normal salaries, on condition that 10 per cent among them, or thereabouts, specialize. The direction in which they specialize should always be within the limits of their former trade. Twenty per cent may not arrive at a full working capacity, as their re-education is partial, but still it gives an appreciable output. . . . Fifteen per cent will have to work in small shops (*petits metiers*), in which production is limited, their re-education being entirely fragment-

ary; they must work in workshops organized for this purpose, where in any case they can earn a bare livelihood. The majority of the 20 per cent not capable of being re-educated are dependent upon relief institutions for work; nevertheless, a very small minority attain sufficient productivity to be useful in the workshops."

The immediate establishment of suitable training schools, thus, is the matter of utmost importance if the great majority of war-cripples is to be permanently self-supporting. Such training schools multiply throughout France. They teach a great variety of manual trades, also bookkeeping, stenography, typewriting, even industrial drawing and music. All are full.

As we have seen, the treatment of this problem of the war-cripple, at least in France where seemingly it is most advanced, has benefited enormously from the experience gained with industrial accident surgery and in training institutions for disabled workmen. In its turn, there is now no doubt it will contribute materially to the practical knowledge of one of the most important biological phenomena—that of organic habituation to mutilations. On the other hand, it is not yet clear whether in the system of pensions for invalided soldiers adopted by France—the existing method cannot be regarded as final—a similar departure will be made from antiquated traditions. There is no agreement, it would seem, among the authorities concerning the form which war pensions to these men should take, except that they should be so devised as to encourage the greatest degree of self-help and to relate in some way both to effort and to family needs.

Lock and Key

By Elizabeth Robbins Hooker

DR. RICHARD C. CABOT once showed in a lecture how urgent is the need of a sanatorium for nervous invalids that are neither very rich nor very poor. As we all know, many wage-earners and professional men and women break down early in life through causes for which they are little if at all to blame. Some have been square pegs in round holes; some, under pressure of family crisis or other stern compulsion, have received upon their shoulders burdens too heavy for them to carry; some are paying dear for their portion of experience. This class of invalids includes men and women of fine quality—broadly sensitive, conscientious, easily touched by noble impulses. Perhaps, after long preparation, they had made a start in which by working long hours and straining every nerve, they had won some measure of experience and reputation. Then has come the break; and, weak and suffering, misunderstood by friends and especially by relatives, they sit in the house, dreading the coal bill, despairing of ever again being of use in the world, and schooling themselves, perhaps, to accept bravely the fate of the unfit, over whose fallen bodies the strong must pass to the conquest of the heights.

Shall we accept this waste of that most precious form of human wealth—well endowed and highly trained workers? To lift themselves out of despondency is for all such patients slow and difficult, and for many impossible. But with the help of right conditions, nerve specialists believe, in the words of one of them, that "much salvage is possible."

What are these conditions? We are taking into account, be it understood, only those disciplined workers who are broken down but not utterly prostrated. In the first place, they need a complete change, which shall remove them from relatives and from everything that might remind them of work, worries and responsibilities. They need a healthful regimen, subjecting them to the healing influences of nature: air, sunshine, food, sleep and contact with the earth. They need carefully graduated exercise, especially of the larger muscles. They need an engrossing interest, which may keep them from brooding over their own troubles. And, finally, they need a sense of present and growing usefulness.

Most of these conditions the sanatoria for nervous invalids, with much science, ingenuity and outlay, attempt to provide. But the invalids with whom we are concerned are unable to pay the rates which the sanatoria, with their large staff and expensive equipment, are obliged to charge. Some of the sanatoria take privileged invalids at reduced rates or even free; but such opportunities do not cover even a small part of the cases, and our wage-earning invalids gain slowly under the irksome sense of being objects of charity. It is true that in some cases of serious breakdown, the patient needs constant oversight from experts, and a highly specialized course of treatment, often with apparatus and attendants. For such, a stay in a sanatorium is almost indispensable. In the cases of which we are speaking, however, the conditions of recovery are attainable on much more reasonable terms. Pleas-

ant and graduated work out of doors, producing something really needed by man, would form an ideal course of treatment, provided the environment could be healthful and happy.

A nervous invalid could rarely find these conditions by taking a place, say, upon a farm. Even where favorable living arrangements are attainable, the work is too hard and the hours too long. A great defect of our present industrial order, in farming as elsewhere, is the lack of half jobs. Tom must keep up the pace of Dick and Harry, or be trodden down in the lockstep industrial march. Our fettered invalids not only cannot fill their own former places; they cannot do any kind of full day's work. Yet they could do something. Pent up within them is vitality fretting at inaction, humiliation at their dragging ineffectiveness, craving for self-support and service. Streamlets that set free and collected might turn some idle mill wheel, thus dammed up, are creating a stagnant marsh. Can we not find that idle mill? To do so we must originate a new industry, in which the nature and hours of the work may be adjusted to the small but increasing powers of the workers. Here is a key, now idle and rusting with disuse; can we find a lock which it is fitted to turn?

I once went to visit a patient in a large hospital for the insane, carrying a bunch of garden flowers open in my hand. I was led through corridors lined with bare little cells, and through broader, shiny halls, almost unfurnished except for a bench or two and a few chairs. As I passed, a woman rocking monotonously with folded arms roused to ask for a flower. Another, who had paced up and down making strange noises, came toward me with outstretched hands. More women appeared from I knew not where, crowding around me, and demanding "just one flower." To hold my bouquet high and make myself deaf and blind to the entreaties of those prisoners of little hope, for the sake of the one to whom the flowers had been sent, seemed a cruel thing to do.

Again, a friend of mine used sometimes to pass along certain poor streets of Boston, with a basket of fruit on one arm, and a basket of flowers on the other. When the children gathered about her, she would offer each one his choice between a flower and a red apple or juicy pear. They invariably chose the flower.

Far more pathetic instances of the longing for flowers come under the daily observation of many a social worker in the cities. References to such cases may be found in any issue of the *National Plant, Flower and Fruit Guild Magazine*. Recent numbers have told of the mission of flowers to a woman just past the crisis of a long and serious attack of typhoid fever, and to a poor, hard-working mother, bending over a tiny coffin. What flowers must mean to some of our immigrants was vividly suggested at the beginning of the present European war, when French soldiers marched out of Paris for the battlefield, each decorated with a flower, while the sidewalks were crowded by women carrying more, lest any soldier should have been overlooked.

The Love of Flowers Deep Rooted

THE desire to satisfy this craving is not mere sentimental soft-heartedness. The need of flowers is rooted deep in universal human nature. Witness the sunflowers beside the poorest cottage, and the sickly geranium in the dark tenement-house kitchen. For many people, flowers are the only accessible form of beauty. What comes to the more favored through music, the drama, painting, landscape, poetry—all the softening and

ennobling work of beauty upon man—must reach the slums, if at all, through the bright, familiar faces of the flowers. The ministries of flowers also sweeten and strengthen the bonds between one human being and another; and in many a hard lot a flower is the most persuasive evidence that there is goodness at the heart of the world.

These flower-hungry people cannot afford the prices of the florist. But suppose that we could raise blossoms without a hothouse, and distribute them without either market or store. If the enterprise could be run on a scale sufficiently large so that nickels and dimes might balance running expenses, would the poor, after all, care enough for the flowers to pay for them? I believe they would, especially in sections inhabited by immigrants. Settlement workers have in some degree tested the question; so has at least one five- and ten-cent store.

The labor of raising these flowers for the poor could be done largely, in short periods, by those nervous invalids needing and craving such useful outdoor activity. Raising flowers would take the invalids into a new world. They would see and help forward the magical processes of growth, and have a proud share in the production of beautiful things. Since the product of their labor would be marketable, they could be paid a small wage, which would make vivid their sense of usefulness and strengthen their self-confidence.

On the other hand, without the appropriation of some such unclaimed labor, the poor could not have their cheap flowers. Moreover, cultivated men and women, instead of confining themselves to the conventional favorites of the florists would draw widely on the wealth of the flower kingdom; and they would arrange the flowers with taste, and would distribute them with intelligence and sympathy.

The bare essentials of such an industry for invalids would include a home for the workers, where their peculiar needs—change, nutritious food, outdoor rest, and good cheer—could be economically met. There must be fields, hotbeds, tools and workrooms. The more beauty, the more interest, the more wise and great-hearted guardians, the better; but the beginnings might be very simple, for the chief recuperative agencies of the institution would lie in the work itself, and in the contact it would ensure with nature and with human need.

The distribution of the flowers could be accomplished partly through existing institutions, such as missions, settlements and salesrooms for the work of convalescents. Outdoor flower markets like those abroad would form another possible outlet; especially in the foreign quarters of cities. There might be also a mail-order department. Hampers for hospitals and homes might be financed by benevolent persons. With clever advertising, regularity and persistence, the enterprise ought to succeed. General support would rally to a novel enterprise doubly philanthropic without being a charity in either of its aspects. The plant, of course, would have to be contributed, together with working capital for a few years; but though an endowment would be desirable, the necessary running expenses should soon be covered by the board paid, plus the money received from flowers.

This dream, with its promise of spreading hope and health and joy, is so alluring that it must surely some day come true. Perhaps a warm-hearted and childless farmer will bequeath his house and his fields for such an enterprise. Perhaps a life-long invalid will collect subscriptions, in order to save others from a similar fate. Perhaps a lonely millionaire will establish such a memorial to a frail lover of flowers who is gone. Some day the dream will be realized.

GENTLEMEN OF THE CONGRESS: I have called the Congress into extraordinary session because there are serious, very serious, choices of policy to be made, and made immediately, which it was neither right nor constitutionally permissible that I should assume the responsibility of making.

On the third of February last I officially laid before you the extraordinary announcement of the imperial German government that on and after the first day of February it was its purpose to put aside all restraints of law or of humanity and use its submarines to sink every vessel that sought to approach either the ports of Great Britain and Ireland or the western coasts of Europe or any of the ports controlled by the enemies of Germany within the Mediterranean. That had seemed to be the object of the German submarine warfare earlier in the war, but since April of last year the imperial government had somewhat restrained the commanders of its undersea craft, in conformity with its promise, then given to us, that passenger boats should not be sunk and that due warning would be given to all other vessels which its submarines might seek to destroy, when no resistance was offered or escape attempted, and care taken that their crews were given at least a fair chance to save their lives in their open boats. The precautions taken were meagre and haphazard enough, as was proved in distressing instance after instance in the progress of the cruel and unmanly business, but a certain degree of restraint was observed.

The new policy has swept every restriction aside. Vessels of every kind, whatever their flag, their character, their cargo, their destination, their errand, have been ruthlessly sent to the bottom without warning and without thought of help or mercy for those on board, the vessels of friendly neutrals along with those of belligerents. Even hospital ships and ships carrying relief to the sorely bereaved and stricken people of Belgium, though the latter were provided with safe conduct through the proscribed areas by the German government itself and were distinguished by unmistakable marks of identity, have been sunk with the same reckless lack of compassion or of principle.

I was for a little while unable to believe that such things would in fact be done by any government that had hitherto subscribed to humane practices of civilized nations. International law had its origin in the attempt to set up some law which would be respected and observed upon the seas, where no nation has right of dominion and where lay the free highways of the world. By painful stage after stage has that law been built up, with meagre enough results, indeed, after all was accomplished that could be accomplished, but always with a clear view, at least, of what the heart and conscience of mankind demanded.

This minimum of right the German government has swept aside, under the plea of retaliation and necessity and because it had no weapons which it could use at sea except these, which it is impossible to employ, as it is employing them, without throwing to the wind all scruples of humanity or of respect for the understandings that were supposed to underlie the intercourse of the world.

I am not now thinking of the loss of property involved, immense and serious as that is, but only of the wanton and wholesale destruction of the lives of noncombatants, men, women, and children, engaged in pursuits which have always, even in the darkest periods of modern history, been deemed innocent and legitimate. Property can be paid for; the lives of peaceful and innocent people cannot be. The present German submarine warfare against

commerce is a warfare against mankind.

It is a war against all nations. American ships have been sunk, American lives taken, in ways which it has stirred us very deeply to learn of, but the ships and people of other neutral and friendly nations have been sunk and overwhelmed in the waters in the same way. There has been no discrimination.

The challenge is to all mankind. Each nation must decide for itself how it will meet it. The choice we make for ourselves must be made with a moderation of counsel and a temperateness of judgment befitting our character and our motives as a nation. We must put excited feeling away. Our motive will not be revenge or the victorious assertion of the physical might of the nation, but only the vindication of right, of human right, of which we are only a single champion.

When I addressed the Congress on the twenty-sixth of February last I thought that it would suffice to assert our neutral rights with arms, our right to use the seas against unlawful interference, our right to keep our people safe against unlawful violence. But armed neutrality, it now appears, is impracticable. Because submarines are in effect outlaws, when used as the German submarines have been used against merchant shipping, it is impossible to defend ships against their attacks as the law of nations has assumed that merchantment would defend themselves against privateers or cruisers, visible craft giving chase upon the open sea. It is common prudence in such circumstances, grim necessity indeed, to endeavor to destroy them before they have shown their own intention. They must be dealt with upon sight, if dealt with at all.

The German government denies the right of neutrals to use arms at all within the areas of the sea which it has proscribed, even in the defense of rights which no modern publicist has ever before questioned their right to defend. The intimation is conveyed that the armed guards which we have placed on our merchant ships will be treated as beyond the pale of law and subject to be dealt with as pirates would be. Armed neutrality is ineffectual enough at best; in such circumstances and in the face of such pretensions it is worse than ineffectual; it is likely only to produce what it was meant to prevent; it is practically certain to draw us into the war without either the rights or the effectiveness of belligerents. There is one choice we cannot make, we are incapable of making; we will not choose the path of submission and suffer the most sacred rights of our nation and our people to be ignored or violated. The wrongs against which we now array ourselves are no common wrongs; they cut to the very roots of human life.

With a profound sense of the solemn and even tragical character of the step I am taking and of the grave responsibilities which it involves, but in unhesitating obedience to what I deem my constitutional duty, I advise that the Congress declare the recent course of the imperial German government to be in fact nothing less than war against the government and people of the United States; that it formally accept the status of belligerent which has thus been thrust upon it; and that it take immediate steps not only to put the country in a more thorough state of defense, but also to exert all its power and employ all its resources to bring the government of the German empire to terms and end the war.

What this will involve is clear. It will involve the utmost practicable cooperation in counsel and action with the governments now at war with Germany, and, as incident to that, the extension to those governments of the most liberal financial credits, in order

“Safe For The President’s Add

that our resources may so far as possible be added to theirs.

It will involve the organization and mobilization of all the material resources of the country to supply the materials of war and serve the incidental needs of the nation in the most abundant and yet the most economical and efficient way possible.

It will involve the immediate full equipment of the navy in all respects, but particularly in supplying it with the best means of dealing with the enemy’s submarines.

It will involve the immediate addition to the armed forces of the United States, already provided for by law in case of war, of at least 500,000 men, who should, in my opinion, be chosen upon the principle of universal liability to service, and also the authorization of subsequent additional increments of equal force so soon as they may be needed and can be handled in training.

It will involve also, of course, the granting of adequate credits to the government, sustained, I hope, so far as they can equitably be sustained by the present generation, by well-conceived taxation.

I say sustained so far as may be equitable by taxation, because it seems to me that it would be most unwise to base the credits, which will now be necessary, entirely on money borrowed. It is our duty, I most respectfully urge, to protect our people, so far as we may, against the very serious hardships and evils which would be likely to arise out of the inflation which would be produced by vast loans.

In carrying out the measures by which these things are to be accomplished we should keep constantly in mind the wisdom of interfering as little as possible in our own preparation and in the equipment of our own military forces with the duty—for it will be a very practical duty—of supplying the nations already at war with Germany with the materials which they can obtain only from us or by our assistance. They are in the field and we should help them in every way to be effective there.

I shall take the liberty of suggesting, through the several executive departments of the government, for the consideration of your committees, measures for the accomplishment of the several objects I have mentioned. I hope that it will be your pleasure to deal with them as having been framed after very careful thought by the branch of the government upon whom the responsibility of conducting the war and safeguarding the nation will most directly fall.

While we do these things, these deeply momentous things, let us be very clear, and make very clear to all the world, what our motives and our objects are. My own thought has not been driven from its habitual and normal course by the unhappy events of the last two months, and I do not believe that the thought of the nation had been altered or clouded by them. I have exactly the same things in mind now that I had in mind when I addressed the Senate on the twenty-second of January last; the same that I had in mind when I addressed the Congress on the third of February and on the twenty-sixth of February. Our object now, as then, is to vindicate the principles of peace and justice in the life of the world as against selfish and autocratic power, and to set up among the really free and self-governed peoples of the world such a

Democracy" Congress on April 2

concert of purpose and of action as will henceforth insure the observance of those principles.

Neutrality is no longer feasible or desirable where the peace of the world is involved and the freedom of its peoples, and the menace to that peace and freedom lies in the existence of autocratic governments, backed by organized force which is controlled wholly by their will, not by the will of their people. We have seen the last of neutrality in such circumstances. We are at the beginning of an age in which it will be insisted that the same standards of conduct and of responsibility for wrong done shall be observed among nations and their governments that are observed among the individual citizens of civilized states.

We have no quarrel with the German people. We have no feeling toward them but one of sympathy and friendship. It was not upon their impulse that their government acted in entering this war. It was not with their previous knowledge or approval. It was a war determined upon as wars used to be determined upon in the old, unhappy days, when peoples were nowhere consulted by their rulers and wars were provoked and waged in the interest of dynasties or of little groups of ambitious men who were accustomed to use their fellowmen as pawns and tools.

Self-governed nations do not fill their neighbor states with spies or set the course of intrigue to bring about some critical posture of affairs which will give them an opportunity to strike and make conquest. Such designs can be successfully worked out only under cover and where no one has the right to ask questions. Cunningly contrived plans of deception or aggression, carried, it may be, from generation to generation, can be worked out and kept from the light only within the privacy of courts or behind the carefully guarded confidences of a narrow and privileged class. They are happily impossible where public opinion commands and insists upon full information concerning all the nation's affairs.

A steadfast concert for peace can never be maintained except by a partnership of democratic nations. No autocratic government could be trusted to keep faith within it or observe its covenants. It must be a league of honor, a partnership of opinion. Intrigue would eat its vitals away; the plottings of inner circles who could plan what they would and render account to no one would be a corruption seated at its very heart. Only free peoples can hold their purpose and their honor steady to a common end and prefer the interests of mankind to any narrow interest of their own.

Does not every American feel that assurance has been added to our hope for the future peace of the world by the wonderful and heartening things that have been happening within the last few weeks in Russia? Russia was known by those who knew her best to have been always in fact democratic at heart in all the vital habits of her thought, in all the intimate relationships of her people that spoke their natural instinct, their habitual attitude toward life. The autocracy that crowned the summit of her political structure, long as it had stood and terrible as was the reality of its power, was not in fact Russian in origin, character, or purpose; and now it has been shaken off

and the great, generous Russian people have been added, in all their naïve majesty and might, to the forces that are fighting for freedom in the world, for justice and for peace. Here is a fit partner for a league of honor.

One of the things that has served to convince us that the Prussian autocracy was not and could never be our friend is that from the very outset of the present war it has filled our unsuspecting communities, and even our offices of government, with spies and set criminal intrigues everywhere afoot against our national unity of counsel, our peace within and without, our industries and our commerce. Indeed, it is now evident that its spies were here even before the war began; and it is unhappily not a matter of conjecture, but a fact proved in our courts of justice, that the intrigues which have more than once come perilously near to disturbing the peace and dislocating the industries of the country, have been carried on at the instigation, with the support, and even under the personal direction of official agents of the imperial government, accredited to the government of the United States.

Even in checking these things and trying to extirpate them we have sought to put the most generous interpretation possible upon them because we knew that their source lay, not in any hostile feeling or purpose of the German people toward us (who were, no doubt, as ignorant of them as we ourselves were), but only in the selfish designs of a government that did what it pleased and told its people nothing. But they have played their part in serving to convince us at last that that government entertains no real friendship for us, and means to act against our peace and security at its convenience. That it means to stir up enemies against us at our very doors the intercepted note to the German minister at Mexico City is eloquent evidence.

We are accepting this challenge of hostile purpose because we know that in such a government, following such methods, we can never have a friend; and that in the presence of its organized power, always lying in wait to accomplish we know not what purpose, can be no assured security for the democratic governments of the world. We are now about to accept the gauge of battle with this natural foe to liberty and shall, if necessary, spend the whole force of the nation to check and nullify its pretensions and its power. We are glad, now that we see the facts with no veil of false pretense about them, to fight thus for the ultimate peace of the world and for the liberation of its peoples, the German peoples included; for the rights of nations, great and small, and the privilege of men everywhere to choose their way of life and of obedience.

The world must be made safe for democracy. Its peace must be planted upon the tested foundations of political liberty. We have no selfish ends to serve. We desire no conquest, no dominion. We seek no indemnities for ourselves, no material compensation for the sacrifices we shall freely make. We are but one of the champions of the rights of mankind. We shall be satisfied when those rights have been made as secure as the faith and the freedom of nations can make them.

Just because we fight without rancor and without selfish object, seeking nothing for ourselves but what we shall wish to share with all free peoples, we shall, I feel confident, conduct our operations as belligerents without passion and ourselves observe with proud punctilio the principles of right and of fair play we profess to be fighting for.

I have said nothing of the governments allied with the imperial government of Germany because they have not made war upon

us or challenged us to defend our right and our honor. The Austro-Hungarian government has, indeed, avowed its unqualified indorsement and acceptance of the reckless and lawless submarine warfare, adopted now without disguise by the imperial German government, and it has therefore not been possible for this government to receive Count Tarnowski, the ambassador recently accredited to this government by the imperial and royal government of Austria-Hungary; but that government has not actually engaged in warfare against citizens of the United States on the seas, and I take the liberty, for the present at least, of postponing a discussion of our relations with the authorities at Vienna. We enter this war only where we are clearly forced into it because there are no other means of defending our right.

It will be all the easier for us to conduct ourselves as belligerents in a high spirit of right and fairness because we act without animus, not with enmity toward a people or with the desire to bring any injury or disadvantage upon them, but only in armed opposition to an irresponsible government which has thrown aside all considerations of humanity and of right and is running amuck.

We are, let me say again, the sincere friends of the German people, and shall desire nothing so much as the early re-establishment of intimate relations of mutual advantage between us, however hard it may be for them for the time being to believe that this is spoken from our hearts. We have borne with their present government through all these bitter months because of that friendship, exercising a patience and forbearance which would otherwise have been impossible.

We shall happily still have an opportunity to prove that friendship in our daily attitude and actions toward the millions of men and women of German birth and native sympathy who live among us and share our life, and we shall be proud to prove it toward all who are in fact loyal to their neighbors and to the government in the hour of test. They are most of them as true and loyal Americans as if they had never known any other fealty or allegiance. They will be prompt to stand with us in rebuking and restraining the few who may be of a different mind and purpose. If there should be disloyalty, it will be dealt with with a firm hand of stern repression; but, if it lifts its head at all, it will lift it only here and there and without countenance except from a lawless and malignant few.

It is a distressing and oppressive duty, gentlemen of the Congress, which I have performed in thus addressing you. There are, it may be, many months of fiery trial and sacrifice ahead of us. It is a fearful thing to lead this great, peaceful people into war, into the most terrible and disastrous of all wars, civilization itself seeming to be in the balance.

But the right is more precious than peace, and we shall fight for the things which we have always carried nearest our hearts—for democracy, for the rights of those who submit to authority to have a voice in their own governments, for the rights and liberties of small nations, for a universal dominion of right by such a concert of free peoples as shall bring peace and safety to all nations and make the world itself at last free.

To such a task we can dedicate our lives and our fortunes, everything that we are and everything that we have, with the pride of those who know that the day has come when America is privileged to spend her blood and her might for the principles that gave her birth and happiness and the peace which she has treasured.

God helping her, she can do no other.

Learning for Earning or for Life?

By Winthrop D. Lane

OF THE SURVEY STAFF

INDIANA, the state in which James Whitcomb Riley ran away from home to take up with a travelling painter and to learn the painter's trade, has been having a vocational survey. Both shop and school have been studied, and an effort made to analyze opportunities for employment open to young people today, and the training those young people get, or can get, for their later work in life.

Three communities came under the microscope. One of these, Indianapolis, with a population of over 250,000, was chosen as a type of "the large industrial center"; another, Evansville, with 80,000, as a type of "the small industrial center," and the third, Jefferson county, with no town over 8,000, typifies the rural and farming area of the state.

The survey is now over. Its findings fill several volumes, more than a thousand pages. The National Society for the Promotion of Industrial Education, which was the genius back of the inquiry, intended to make the results the chief matter of discussion at its annual meeting in Indianapolis a few weeks ago, and would have done so if the Smith-Hughes bill, appropriating federal money for vocational education in the states, signed while the convention was in session, had not captured attention.

The Indiana survey represents a type of educational philosophy and research that is fast gaining ground in this country and that is the cause of intense disagreement among educators wherever it goes. The committee that made the present study included many prominent Indiana educators. It had the hearty support of the state department of education. Most of its members, however, were men and women directly connected with the administering of vocational training. Three were representatives of the national society already mentioned, and one of these, Charles A. Prosser, was its chairman.

The study was much more than a survey. It included a program and a course of action. It had no difficulty in proving the need for some kind of vocational training. To do this, it had only to recite facts that have already sunk deep into American consciousness. It had only to recall that an army of young children leave school every year at the sixth and seventh grades to enter employments for which they have no training. It had only to suggest that our public schools, in so far as their instruction is vocational at all, prepare for a limited kind of employment, chiefly a clerical and office employment, and one that is far less prevalent today than when the present courses of study were devised. Finally, the survey had only to discover that in Indianapolis alone there are more than 20,000 young people between the ages of fourteen and twenty-one who are entirely without instruction, either in the public schools or in industry.

But the survey went much farther than this. It defined concretely the vocational character of Indianapolis and Evansville industries. It made "occupational analyses" of the various trades, and analyzed each trade and subdivision of a trade into the operations involved, the tools used, the materials employed, and the general and special knowledge required of the worker. Those who made the survey believe that these anal-

yses "present the problem of vocational education, so far as that problem is involved in occupational efficiency."

The inquiry went even farther. It concluded trade agreements between the schools and employers for all-day, part-time and evening vocational instruction. This instruction is intended to benefit both those who are already in employment and those who are still in the public schools and intend to enter specific lines of work. For example, one agreement stipulates that Indianapolis shall establish a two-year course in wood-working and that the shops signing the agreement, which number sixteen, shall use the pupils coming out of this course as their source of supply for new workers. Under another agreement, free evening classes for apprentices in plumbing have been established and sixty employers have agreed to place all apprentices at the disposal of the school for instruction in the theory and practice of plumbing, guaranteeing at the same time steady employment at specified wages. Other agreements of the same general nature have been entered upon in both Indianapolis and Evansville.

It is the conception underlying all this work that is perhaps most interesting. This is stated repeatedly in substantially this wording: "Vocational education means just what the term implies, an education or training which aims to fit an individual or group of individuals for a particular occupation or trade. . . . All work and all subjects—technical, scientific and academic—which contribute to this purpose are selected; all subjects which do not contribute to this purpose are excluded from the course. In a vocational school or course in printing, for example, . . . all instruction and all practice must prepare *directly for work in a commercial print shop.*" (Italics mine.)

The course in English, for example, would include spelling, punctuation, composition and proofreading, while courses in printing, art and mathematics would cover training in type harmony, design and color harmony, and stock cutting and cost estimating. Industrial history and geography would be taught "to give the boys a broader view of life and industrial possibilities." Instruction in personal and shop hygiene and in practical citizenship would be included "because the purpose of every vocational school is not merely to make more intelligent, capable and ambitious workers, but happier and more useful citizens."

The survey was based upon the belief that vocational education, to be effective, "must be adapted to the communities where the workers are to live." "The same vocational courses," says Alvin E. Dodd, secretary of the national society and one of its three representatives in the survey, "will not serve in a furniture manufacturing city like Grand Rapids and a textile city like Fall River."

Pushed to its conclusion, this doctrine apparently means that each city and town in the United States is to train the children who happen to be born in it for the particular industries there carried on. Evansville and Indianapolis are to train their children for the work that Evansville and Indianapolis do. If there are flour mills there, children are to be trained to work efficiently in flour mills. If no shoe factories exist,

children there are not to be trained to work in shoe factories.

Not all of the reasons given by the committee for its belief in some sort of vocational education have yet been indicated. Such education is needed, it declares, to conserve and to develop the natural resources of the country, and to prevent for industry the great waste of human labor. Indianapolis needs such education because in it lies the "promise of an adequate supply of skilled workers for industrial processes." For every permanent position in the industries of the city, says the committee, at least four persons have served temporarily and have given way to others.

Again, the prosperity of both Indianapolis and Evansville demands that they should provide this training. Both cities need it if they are to keep up their present pace in occupying "larger and more attractive markets." Both need it if they are to add, as they ought, to the value of raw materials used in their manufactories. Both need it because the price they are now paying for inefficiency is greater than the price that such training will cost them. Indianapolis needs it because she is the center of the economic life of the state and other communities depend upon her to a large extent for workers. Evansville needs it because through the Ohio river, the Gulf of Mexico and the Panama canal she is bound to meet the competition of Germany in her search for South American markets, and she must have more highly skilled workmen if she is to win out. Both need it because without it industry cannot succeed, and industry itself cannot supply it.

The committee's plea for vocational education throughout the reports of this survey is made chiefly from the standpoint of industry and the manufacturer. Its summary of "the case for Indianapolis" presents twenty-three separate reasons for vocational education; sixteen of these deal with industrial and economic gains, seven may by a generous interpretation be said to deal with gains to the individual and the community. Only four are in any sense arguments for a completer education for the child. A quite similar emphasis appears in the Evansville report.

All of this has a direct bearing on the two great approaches that are being made at the present time to the matter of vocational education for young people. Unless these thousand pages lie, they reveal strikingly which of these approaches is embraced by the dominant educational group in Indiana today, and by the National Society for the Promotion of Industrial Education.

These approaches have to do with the question: Whose interests are to be primarily considered in the development of industrial education? John Dewey recently gave so clear an analysis of both philosophies that he might almost have been talking about the Indiana surveys. He did not even mention them, nor the national society, but his remarks are so appropriate that I quote in part:

"To understand the educational issue [in industrial education] is to see what difference is made in the schools themselves, whether we take the improving of economic conditions to be the purpose of vocational training, or take its purpose to be supplying a better grade of labor for the present scheme, or helping on the United States in a competitive struggle for world commerce. I know that those who have the latter end chiefly in view always make much of the increased happiness of the industrial worker himself as a product to result from better industrial education. But after all, there is a great difference between the happiness which means merely contentment with a station and the happiness which comes from the struggle of a well-equipped person to better his station. Which sort of happiness is to be our aim? I know, also, that stress

is laid upon the ability which is to proceed from a better industrial education for the laborer to increase his earnings. Well and good. But, does this mean simply that laborers are to have their skill to add to the profits of employers increased, by avoiding waste, getting more out of their machines and materials, so that they will have some share in it as an incidental by-product, or does it mean that increase in the industrial intelligence and power of the worker for his own personal advancement is to be the main factor?"¹

Professor Dewey went on to point out that those who conceive the main purpose of vocational training to be to supply a better grade of labor for industries will endeavor to narrow this training down to "those forms of industrial skill which will enable the future workers to fall docilely into the subordinated ranks of the industrial army." On this "narrow trade plan," he said,

"the curriculum will neglect as useless for its ends the topics in history and civics which make future workers aware of their rightful claims as citizens in a democracy, alert to the fact that the present economic struggle is but the present-day phase taken by the age-long battle for human liberties. So far as it takes in civic and social studies at all, it will emphasize those things which emphasize duties to the established order and a blind patriotism which accounts it a great privilege to defend the things in which the workers themselves have little or no share."

Professor Dewey is, of course, one of the severest critics of our present public schools of the traditional type. Continuing, he said that the other idea of industrial education will proceed in an opposite way:

"Instead of trying to split schools into two kinds, one of a trade type for children whom it is assumed are to be employes and one of a liberal type for the children of the well-to-do, it will aim at such a reorganization of existing schools as will give all pupils a genuine respect for useful work, an ability to render service, and a contempt for social parasites, whether they are called tramps or leaders of 'society.' . . . It will indeed make much of developing motor and manual skill, but not of a routine or automatic type. It will rather utilize active and manual pursuits as the means of developing constructive, inventive and creative power of mind. It will select the materials and the technique of the trades not for the sake of producing skilled workers for hire in definite trades, but for the sake of securing industrial intelligence—a knowledge of the conditions and processes of present manufacturing, transportation and commerce so that the individual may be able to make his own choices and his own adjustments, and be master, so far as in him lies, of his own economic fate. . . . It will remember that the future employe is a consumer as well as a producer, that the whole tendency of society, so far as it is intelligent and wholesome, is to an increase of the hours of leisure, and that an education which does nothing to enable individuals to consume wisely and to utilize leisure wisely is a fraud on democracy. So far as method is concerned, such a conception of industrial education will prize freedom more than docility, initiative more than automatic skill, insight and understanding more than capacity to recite lessons or to execute tasks under the direction of others."

Indiana has at least rendered a service in making sharp the division between these two methods of approach. We may now watch to see what other states will lend themselves to the doctrines and purposes that have been made so plain in these surveys.

¹ This and the following quotations from Professor Dewey are taken from his address at the annual meeting of the Public Education Association of New York city, February 20.



COMMON WELFARE

PLANS FOR THE CARE OF SOLDIERS' FAMILIES

THE American Red Cross issued instructions last week to its 370 chapters telling them to announce their intention of meeting the needs of families of soldiers and sailors as long as may be necessary, or at least until provision is made by the government for a separation allowance. Last summer, it was pointed out, when troops went to the Mexican border, provision by the government did not become operative for three months after the men had left their homes. During this period many different organizations helped to meet the need. If any of these organizations, or new ones, wish now to help, local Red Cross chapters are advised to encourage and cooperate with them and not to start competitive plans.

Concerning the future method of meeting this huge relief need, the instructions say: "To have this work done under the Red Cross flag and as part of a national organization will prove advantageous should the problem become a large one and have to be taken up on a national basis."

With the sanction of the Red Cross, the New York School of Philanthropy has undertaken to train volunteer workers for civilian relief similar to the volunteer agents of the Canadian Patriotic Fund. Starting April 11, the course will last for ten weeks, including two lectures and three days of field work each week. The class will be conducted by Porter R. Lee, of the staff of the school, and the field work will be supplied by the Charity Organization Society, the Association for Improving the Condition of the Poor, the Brooklyn Bureau of Charities, the Department of Public Charities, the State Charities Aid Association and the United Hebrew Charities.

Those who complete the course will receive a certificate in emergency social service. Both lectures and field work are free, but all who are admitted will be required to pledge themselves to complete the course and to consider themselves subject to call for active service.

The lectures will include a study of the factors in the normal development

of the family, the problems which it faces in ordinary times and the special problems of war time; organization of relief after floods, fires, earthquakes, and other disasters; methods of social work with families—health, home economics, care of children, employment of women and children, low standards, value of personal influence, material relief, employment for the disabled, ways in which social agencies in New York can be used in war relief work; the correlation of charitable effort; the responsibility of the nation and of the Red Cross worker.

The field work will include the making of personal contacts with families, interviewing, writing and using records, study and treatment of the problems of disorganized family life; acquaintance with hospitals, dispensaries, day nurseries and other agencies which form an important phase of civilian war relief; and an introduction to such facilities as the city offers for the care and employment of the disabled.

With Joseph H. Choate, its president, in the chair, the board of managers of the New York State Charities Aid Association adopted a resolution last week offering the services of the association to

the nation "in such form as may be considered advisable and most efficient" in the event of war. A committee was appointed to confer with national and state authorities and to consider how to give practical effect to the resolution.

This association owes its origin in large part to humanitarian work done during the Civil war. Louisa Lee Schuyler, who founded it, obtained her early experience and much of her inspiration from serving throughout that conflict in the New York branch of the United States Sanitary Commission. The early membership of the association was largely recruited from former members of that commission. It was Miss Schuyler who presented the resolution adopted last week.

One suggestion of the kind of service that the association might render is that in places in the state where there is no Red Cross chapter or local social service agency it might act as an intermediary between bodies formed for the relief of soldiers' families and the families themselves. Its field agents might stimulate local giving to such families and might enlist local volunteers to perform the necessary administrative and other work.

TAXING WEALTH TO PAY FOR WAR

A "TEST OF PATRIOTISM" is being conducted by a newly organized committee in New York, known as the American Committee on War Finance. The test consists of a pledge, inserted in newspapers throughout the country, which places its signers on record as favoring legislation to take all profit out of war. Thus, it proposes, that in case of war all net incomes of \$5,000 or over shall be subjected to a graduated tax ranging from 2½ per cent on incomes from \$5,000 to \$10,000 to a contribution on incomes over that sum which will permit of no individual retaining an annual net income in excess of \$100,000 during war.

Other clauses of the pledge call for reducing profit on war supplies to not more than 3½ per cent, and on food and necessities of life to not more than 6 per cent. Failure to furnish the government with correct figures as to in-

WORD FROM MADAME BRESHKOVSKY

ALICE STONE BLACKWELL, of Boston, has received from Madame Breshkovsky a postal card, dated February 2, and written from her exile in Minoussinsk, Siberia. In it she makes no reference to the impending revolution, but expresses her pleasure in the magazines sent her by American friends. "The SURVEY," she writes, "has had some very remarkable articles about the international questions. We may hope this year is the last of fighting and desolation. Nobody can imagine the reality without seeing it. Live and be blest, all you who work for the common welfare and progress of mankind! . . . I am well, and wish you to be the same."

comes and profits or to sell defective war supplies to the government would make an individual or corporation guilty of a felony, punishable by imprisonment.

Seventeen committees have been organized in every section of the United States to obtain signatures to the 2,665,000 copies of the pledge which have been distributed and to insure the immediate adoption of such tax laws both by Congress and by state legislatures. Responses to the newspaper advertisement of the pledge have swamped the committee's offices. Over thirty thousand dollars has been contributed.

The organization committee, Owen R. Lovejoy, Amos Pinchot and John L. Elliot, of New York city, have all been identified with peace activities, but the present movement is being supported both by militants and pacifists. Its purpose is to discover by a sort of referendum of return pledges whether the advocates of war are willing to pay the price of war; whether the country is ready to be involved in a "dollar war" or a "war for humanity;" whether the rich are willing to bear the burdens of war with the poor.

"If we have a war," appeals the committee, "the burden of fighting must be carried by those who are physically strong and fit to fight. The burden of finance must be borne by those who are financially strong and able to give. Above all, the war must be paid for as it proceeds, in dollars as well as in lives. There must be no crushing legacy of bonded debt to be paid in taxes by the men who have done the fighting and their children. Let us make this a cash war, a pay-as-you-enter-war. Let all loyal citizens who have incomes above their immediate necessities volunteer their wealth."

YOUTH AND SPRING ON THE STAGE

UNDER the title, *The Awakening of Spring*, Frank Wedekind's celebrated German play. *Frühlings Erwachen*, which deals with the peculiarities of adolescence and excoriates the conventional attitude toward imparting the facts of reproduction to the young, was given in New York city last week under the auspices of the *Medical Review of Reviews*. An audience composed largely of social workers and students of sex hygiene was kept waiting an hour while an injunction was being secured against the municipal authorities who were withholding permission to present the play. It was the first time a performance had been given in English. Geoffrey C. Stein and his co-workers did the acting.

Frühlings Erwachen was written more than twenty years ago. It depicts in frank realism the morbidity, the dawning sex consciousness, the strange

dreams and budding passion of youth. Through ignorance of the way children are born, a girl of fourteen becomes pregnant. One of the strong scenes of the drama occurs when the girl, first

discovering this fact, reproaches her mother, whom she had often plied with questions, for not having "told her everything."

Four years ago the *Medical Review*



A LINCOLN STATUE FOR PETROGRAD

At a mass meeting held under the auspices of the American Friends of Russian Freedom in Carnegie Hall, New York, it was announced that George Grey Barnard has offered that organization a duplicate (not replica) in bronze of his Lincoln statue, to be presented to the city of Petrograd. To judge from the applause with which Russians at the meeting greeted every mention of Lincoln's name, this gift will be received by the Russian people as a token of the lasting bond which unites them with America. In Faneuil Hall, Boston, 1,500 persons, many of whom had lived in Russia under the old regime, met at the call of Civic Service House, and cabled to Prof. Paul N. Milyukov, minister of foreign affairs, a welcome to "the new-born republic of Russia, founded on liberty and dedicated to social progress."

of *Reviews* produced similarly Brieux's *Damaged Goods*, and last year it staged *The Unborn*, a play written to show the evils of reproduction without regard to heredity or circumstance. In presenting *Frühlings Erwachen*, Dr. Frederic H. Robinson, editor of the *Medical Review of Reviews*, said:

"The tragedy and danger of the adolescent period has been little understood in the past. In presenting Wedekind's great masterpiece, *The Awakening of Spring*, the committee of the *Medical Review of Reviews* feel that another step has been taken which will encourage the full and free discussion of a burning problem which convention has clouded and hypocrisy obscured."

A CITY PLAYGROUND IN THE MOUNTAINS

TO provide at minimum cost a place where wholesome outdoor activities may be enjoyed, where boys, girls, adults—in fact, the whole family—may spend an outing in the high mountains, was the subject with which Los Angeles, six years ago, established its playground summer camp. This is a municipal recreation center transferred to a spot where opportunities are ideal, a democratic institution where the crowded, unhealthy city life gives way to one of pleasure and contentment in intimate contact with nature in her most serene mood. For, this city playground away



OFF FOR A HIKE

from the city, looks out over deep ravines and beautiful streams, over boulders and giant pines, flowered meadows and distant hills.

The camp is not for the poor alone. It stands on a plane with the public school; its popularity is that of the city park; and the question for the coming seventh summer of its administration is

how to provide enough accommodation for all applicants. The Playground Commission has made a special point of keeping down charges so that citizens may enjoy the outing at a minimum cost. The mountain recreation center is too far removed from the city to encourage many day trips. The majority of its visitors stay for two weeks at a time. Their payments cover all salaries, food and transportation. The group of campers is looked upon as one big family, each member of which has a daily service to render for the good of the community. This work is so arranged that the dwellers of each cabin take turns in rotation, and none is excused. Thus the cost to the individual is reduced.

C. B. Raitt, superintendent of the Playground Commission of Los Angeles, recommends that such a summer camp, if planned by other cities, should be from thirty to seventy-five miles from the city, giving, if possible, an entire climatic change, preferably in the mountains. Cabins should be simply constructed, rustic in appearance, well ventilated, equipped with good beds, and, of course, not congested. An open-air dining-room with cemented floor is all that is needed for living quarters, in addition to a sanitary kitchen. In a large camp it is, of course, necessary to see to it that the sewage is properly handled so as not to pollute the stream, that modern flush

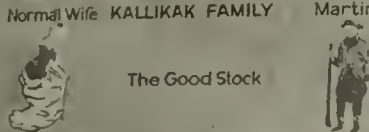


SOME OF THE FORTY-SIX CABINS RUNNING UP THE HILLSIDE

Photograph by the United States Forestry Department at a time when the municipal camp was occupied by a group of girls

A TALE OF TWO FAMILIES

Normal Wife KALLIKAK FAMILY Martin

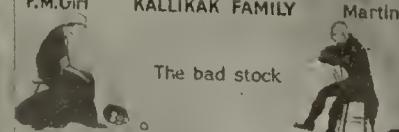


The Good Stock

Among 436 descendants of Martin and his normal wife there were

- NO mental defectives and
- NO criminals but
- MANY distinguished citizens

F.M. Girl KALLIKAK FAMILY Martin



The bad stock

Among 480 descendants of Martin and the F.M. Girl there were

- 143 MENTAL DEFECTIVES
- 46 known to be normal
- 291 doubtful or unknown



THE WILD OATS

At the outbreak of the Revolutionary war, Martin Kallikak, an American soldier, used to replenish his fighting spirit at a tavern in Trenton, N. J., in company with other militiamen. One day he met a feeble-minded girl there. They had a son. The son also was feeble-minded. He, in turn, had many feeble-minded children and since then this bad stock has been helping to fill almshouses, prisons and custodial asylums with degenerates. See the percentage of mental defectives in the upper right-hand corner.

THE NORMAL MARRIAGE

But those were the soldier's days of wild oats. After the war he married a good and intelligent woman and settled down. Their union was blessed with a fine progeny. Among the descendants were clergymen, artists, professional people—but not a mental defective or a criminal. One of the descendants of this normal marriage is now with an American ambulance corps in France. He has recently been decorated for conspicuous bravery. See the chance he had in the upper left-hand corner.

WHEN THE KALLIKAKS MOVED TO HARRISBURG

WHEN the Pennsylvania legislature of 1915 declared, in effect, that it could not find a single dollar out of the \$70,000,000 revenue with which the state would be blessed in the following two years, to devote to the completion, opening and maintenance of the state village for feeble-minded women established two years before, some thousands of forward-looking men and women were suddenly awakened to a realization that educational work on the subject was imperatively needed in their state. Accordingly, under the leadership of the Public Charities Association of Pennsylvania, an exhibit on feeble-mindedness was prepared, setting forth crisply, graphically and concretely the facts of the problem.

In Philadelphia, where it was first shown, a plan of extensive cooperation was worked out, which has since been followed in more than a score of communities in Pennsylvania. Business men were appealed to for aid in meeting the practical problems. One gave the use of a store building in the very heart of the business center; another donated lumber for the construction of booths; a third contributed the services of carpenters; a department store gave the use of tables and chairs; another provided

the decorations and the service of expert decorators.

Forty organizations of philanthropic and civic character—led by women's clubs—volunteered to provide guides and attendants for directing and assisting the visitors. The booths, each of which told one chapter of the story, were parceled out to the care of these organizations, so that before the two weeks were over more than 300 men and women, active and prominent in social and civic affairs in the city, had devoted time to telling uninformed visitors of the importance of the problem and to making certain that no vital point in the story was missed.

Newspapers were brought into the campaign and publicity was unprecedented. More than 100,000 adult citizens visited the exhibit during the 110 hours the rooms were open for inspection. A nucleus of sentiment was created that immediately put the problem of the mental defective to the very forefront of the public mind in Philadelphia.

Encouraged by this success, the association set about extending the campaign throughout the state. A plan identical with the Philadelphia scheme of cooperation was set in motion. Local committees were organized by correspondence; the expense of transportation and ar-

toilets, lavatories, shower-baths and tub-baths are provided. A cemented swimming pool is a great attraction.

An executive is required who should be an enthusiast and a person with an understanding of human nature. "The success of a camp," says Mr. Raitt, "rests almost entirely in the hands of the director in charge." Los Angeles provides this leader with a corps of specialized assistants, responsible for commissary, finances, clinic, store, athletics and hikes, entertainments, and care of grounds and equipment. It is these who organize the services rendered by the campers themselves.

Of the success of the camp, Los Angeles citizens speak with enthusiasm. In the gathering around the campfire of hundreds of people from all walks of life, from all parts of the city, with no interest in common except that of their citizenship, the seed of a community spirit is sown which, transplanted from the ideal conditions of this nursery garden into the everyday conditions of the city itself has every hope of healthful growth. "More civic pride is developed around the campfire in five minutes," says Mr. Raitt, "than in the city in one year. Many friendships of a lasting nature are formed, and these evenings are lived over and over again around the hearth in the home."

rangement was met by these committees through the same sort of appeal to public-spirited citizens that had proved so fruitful in Philadelphia; expert instruction for the guides was given by correspondence and personal visits; scores of organizations in every community got back of the enterprise with enthusiasm.

For a year the trail was followed almost without interruption, and with singularly uniform success in every part of the state. Whether in store buildings, dance halls, Y. M. C. A. buildings, courthouse or private homes, the exhibit brought its message and focused attention upon a program of control. More than a quarter of a million people had visited the exhibit before it was taken to Harrisburg, for the special benefit of the members of the legislature.

The legislature of Pennsylvania knows now the need for the village for feeble-minded women; it knows that public sentiment will justify appropriations to that end; and it may even begin to suspect that public opinion will not long tolerate neglect of so fundamental a project.

NEW YORK'S NEW CITIZEN POLICE

WITH the approach and convening of what the metropolitan press has for weeks been describing as a "war session" of Congress, cities and towns near New York have been actively seeking information about the Home Defense League in that city, and have been preparing to launch similar organizations of their own citizens. This league was formed some time after the outbreak of the European war to act as a reserve to the police force and today has an enrollment of over 20,000 men.

It exists to do in emergencies whatever the regular police force does. Its members will, if called upon by the commissioner of police, undertake to preserve the peace, prevent crime and enforce laws relating to the police, health and tenement house departments and to criminal procedure. They could be asked to preserve fire lines and to do other service in the event of great fires. It is expected that their chief opportunity will come at night, when most of them are best able to give time.

The league is also organized for social and civic duties not customarily done by the police. Already it has been called upon in three emergencies. Once it was asked for volunteers to help get recruits for the Red Cross, once to aid in local efforts to reduce street accidents, and during the epidemic of infantile paralysis last summer to help in the sanitary patrol of the city, block by block.

A motor-boat division for water patrol has been created and thirty boats offered for use. Five hundred motor cars have been enrolled, and three cavalry squads formed of seventy horsemen each. Between 10,000 and 11,000 of the mem-

PROTEST BY CLEVELAND SETTLEMENTS

WHEREAS the Board of Education of the city of Cleveland has seen fit [the SURVEY, March 24] to introduce military training into the public high schools of this city, and

Whereas it has formally branded as immoral or cowardly the sincere opinions and activities of "peace societies and others," and

Whereas it has declared that "our children must be taught . . . that wrong . . . must be FOUGHT and must come to know the utter silliness of declining war if war be necessary to overcome evil and hold up high principles and ideals," and

Whereas it has arranged for meetings in school buildings during or after school hours at which these opinions of the members of the board are to be presented to the children or to their parents, with the provision that "there must be no debate or questions at any meeting,"

Be it resolved, therefore, that we, the members of the Cleveland Settlement Union, residents and workers in the settlements of Cleveland, knowing intimately in our daily lives and work the industrial classes of Cleveland and their children, do hereby register our protest against the subtle inculcation of militaristic ideals through military training of immature, impressionable lads of high school age; that we heartily disapprove of the attempt to force upon the schools a point of view in matters of present and future public policy and a theory of international relations to which three of the seven members of the Board of Education itself could not entirely subscribe, and that we express our horror at the characteristic militarist determination to crush free speech by using the school buildings and the resources provided by public taxes for the purpose of presenting a theory of patriotic public policy, with the un-American provision that no debate, question or difference of opinion may be permitted as to what truly constitutes national honor, international morality and democratic ideals.

bers would, it is expected, actually respond to a call for service.

Members of the league receive instruction in elementary military drill and in the duties of police officers. They are organized by precincts and each local organization meets periodically for drill and exercise. The drill is conducted in armories, public halls, schoolhouses and similar places.

The services of the league can be given only when officially called for by the head of the police department.

A statement issued by the secretary to the police commissioner declares that the league "is not armed, it is not a military body, and it is not related to the Plattsburg training camp." The fact that it is not armed, however, does not mean, says the statement, "that the members cannot shoot or ride. A great ma-

majority of the members are in it because of the opportunity offered for service to the city and because they feel they could give a good account of themselves should they be called to render such service."

Many members are declared to have had experience in the army or navy, militia or naval reserve, as woodsmen on the plains, as railroad men and as baseball and football players. The membership is declared to be made up of "day laborers and men of means, business and professional men, actors and writers, men earning \$4 a day and men whose income is big enough to support both town and country homes."

Recruiting and preparations are in the hands of a special staff attached to police headquarters. At the head of this is Alexander M. White, of the banking firm of White, Weld and Co., recently appointed aide to the commissioner.

JUVENILE CRIME THE NEMESIS OF HATE

THE excessive excitement of the childish imagination by the events of the war, especially as they are depicted in trashy literature, is one of the brutalizing influences acting on our young people in war time. To inoculate the children with hate would breed lust for revenge, and could only bear evil fruit."

Thus writes Albert Hellwig, a German police court judge, in a book which he has recently published, *Der Krieg und die Kriminalitaet der Jugendlichen*, reviewing the criminality of German children between the outbreak of the war and the end of June, 1916.

The material for his study is composed of replies to a questionnaire sent to police authorities in several hundred towns and cities, from reports of institutions and societies, and from newspaper clippings. His general conclusion

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is not given statistically, but he leaves no doubt that the increase in youthful delinquency, and especially in acts of violence, has been considerable. "From all these figures it is evident that crime among the young diminished in some places during the first months of the war. But afterward the increase was all the greater—at least in the larger cities and as regards crimes tried before a judge and jury."

This change is easily accounted for if we remember that during the first months of the war hundreds of thousands of youths under eighteen entered the army as volunteers or were drafted into other public service, whereas the new factors making for lawlessness worked with cumulative effectiveness. Dr. Hellwig explains the increase in crimes of violence by the change in economic conditions—poverty at first and high wages afterward; and further by slackening school attendance and home control, "trashy war books and films," amnesty of juvenile criminals granted in the earlier days of the war, reduction of the police force through mobilization.

But that these causes, important though they may seem, are not the primary ones will appear from the following order of the Prussian government dated January 15, 1916: "The desire has been expressed recently that the teachers in our schools should combat by suitable instruction the spread and deepening of national hate and pave the way for the future reconciliation of civilized nations. Such endeavors should not, however, provide opportunities for the spread of a cosmopolitan propaganda and idle talk of peace."

This change of heart, it would seem, is coming rather late in the day. In Berlin, in 1915, there were twice as many crimes by children as in 1914. In Munich, the number of young delinquents for the first three months of 1915 equaled the total for 1914. Frankfurt reported a decrease of 55 per cent in the number of minor offenses—possibly because prosecution had slackened—with an increase in serious crime by 40 per cent.

It would be easy to minimize the apparent lesson of these figures by pointing out that crimes of violence, both in the adult and in the juvenile population of Germany, have been on the increase for some time. Professor von Liszt, of Berlin University, in a lecture last year stated that the number of young people sentenced for offences and crimes in Prussia had increased from 30,719 in 1882 to 54,949 in 1912, and was still rising year by year. But such statistics are of no value unless we know what changes have taken place in the law and in the practice of police courts. As was mentioned in the SURVEY for March 17, social workers in Germany are sufficiently impressed with the seri-



Standards of Service

In rural communities clusters of mail delivery boxes at the crossroads evidence Uncle Sam's postal service. Here the neighbors trudge from their homes—perhaps a few yards, perhaps a quarter mile or so—for their mail.

Comprehensive as is the government postal system, still the service rendered by its mail carriers is necessarily restricted, as the country dweller knows.

Long before rural delivery was established the Bell System began to link up the farmhouse with the neighboring towns and

villages. One-fourth of the 10,000,000 telephones in the Bell System are rural. They reach more places than there are post offices. Along the highways and private lanes the telephone poles lead straight up to the farmer's door.

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ousness of the increase in juvenile crime since the beginning of the war to give their attention to special measures for mitigating the influences which make for it. It was largely due to their urgent protest against the spread of the gospel of hate through the schools that the Prussian ministerium was moved to issue the decree quoted above.

If anyone would like to know why war should have this effect in Germany to so much greater an extent than in the allied countries he will find the explanation in abundance in a typical file of newspapers. At all times the bitterness of German partisan literature, of internal as well as external polemics, even of caricature, has been unequalled. During the war the seed of hatred has been sown even more broadcast on an even more responsive soil, and an unexpected and unwelcome crop was the result.

VINDICATION FOR A CIVIC REFORMER

THE Intermediate Court of Kanawha county, West Virginia, has dismissed the indictments brought in March, 1915, against A. Leo Weil. The case attracted widespread attention at the outset because of Mr. Weil's civic record in Pittsburgh, where as president of the Voters' League he was instrumental in running down graft in the old Pittsburgh councils, leading to wholesale confessions, indictments and prison sentences for men prominent both in municipal politics and in local banks. Political influence or wealth were no protection against his rigorous prosecutions.

In the West Virginia case Mr. Weil, who had been acting as counsel for the Manufacturers' Light and Heat Company, was taken off the train at midnight, and the original sensational report of the arrest said that he was "charged with an attempt to bribe two of the public service commissioners of West Virginia." The actual charge was that he authorized a statement to these commissioners that if they were called as witnesses in a suit pending in the United States District Court, and would testify to the truth as to the alleged interference by the governor with the commission in its consideration of the case of his client, other positions would be obtained for them if the governor removed them.

Mr. Weil emphatically denied that he authorized these proposals, much less an offer of bribery. But for two years he has been fighting for his liberty and to clear his name in a situation in which a person with less means, less knowledge of the law and of detective methods, would have been not only railroaded to jail overnight, but under an antiquated West Virginia law kept there

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pending trial, so as to seriously handicap him in fighting the forces arrayed against him. At one end was a political group which drew its strength from the feudal mountain counties of West Virginia, where revenge is an active political motive and the ruthless use of courts and state departments for political ends is but a projection on a state scale of the bad blood and shooting by which some men get their way in the back country. At the other end of the scale were detectives identified with some of the most glaring examples of partnership between the police and the underworld in the middle West. The combination met its match in the civic reformer-attorney; but about two of the best years of his life have been absorbed in fighting the case.

Late in February, T. C. Townsend, former prosecuting attorney, who originally brought the charges, appeared before the Intermediate Court of Kanawha county and stated that investigation and recent developments had satisfied him "that there was not sufficient evidence to justify the state in bringing Mr. Weil to trial"; while his successor, the present prosecuting attorney, followed with the statement that "no offense in fact had been committed. That if trial and conviction were to be based alone upon statements of such witnesses as one Guy Biddinger, upon whose evidence the state's case was predicated, and who is now under numerous indictments in the state of Illinois, Kanawha county for the next four years would have a minimum of criminal court work."

THE LURE OF THE NORTH FOR NEGROES

PHILADELPHIA'S Negro population, some 150,000 for the city and its environs by the last census, is growing at a pace and in a way that is little short of a folk migration.

High wages have drawn to the city practically every Negro from one town in North Carolina; whole church congregations, headed by their pastors, from Virginia; a special train, with two engines, from southwestern Georgia. Of 12,000 men brought up since July 1, 1916, by the Pennsylvania railroad for work on its lines, only 2,500 are still with the company. The others are believed to have drifted to Philadelphia and other large cities.

To help adjust these immigrants to their new city environment, a committee has been appointed as a result of a conference on migration called by the Philadelphia Round Table Conference for Work Among Colored People, attended by some 150 social workers, both colored and white. John Ihlder, of the Philadelphia Housing Association, is chairman of the committee, and John T. Emlen, of the Armstrong Association,

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CHICAGO

secretary. There are sub-committees on receiving immigrants, education, housing and sanitation, employment, recreation, courts, relief and churches. City departments and philanthropic agencies are cooperating.

The committee has found that many families are coming; of 2,500 arriving in Coatesville, near Philadelphia, about 2,000 were men, the remainder women and children. They are not poor, for, besides the good wages for men and the eager openings in domestic service for women, many have brought with them sums ranging from \$50 to \$1,500 realized from selling their homes in the South. They wish to buy new homes in Philadelphia, but few are available for either purchase or rent. Real estate agents discourage their going into white neighborhoods and, on the other hand, the Negroes from small towns are not anxious to buy the regulation Philadelphia row-houses or houses in alleys and courts.

Resultant overcrowding, particularly in the lodging houses, has left women and children stranded in railroad stations over night and has reached the stage of a public health problem. An increase in pneumonia is already evident, as it was in Newark [the SURVEY for February 17] among southern folk, in southern clothes, suddenly plunged into a northern winter.

The schools are having difficulties with the children, partly because poor schools, held only a few months of the year, have retarded the youngsters so that big children from the South must go in to classes with much smaller Philadelphia children.

ONE POINT WHERE CALIFORNIA LAGS BEHIND

NEWSBOYS and newspapers may complain, but the street trades amendment (Senate bill No. 101) to the California child labor law bids fair to be enacted. The proposed measure prohibits boys under fourteen and girls under eighteen years of age from engaging in street occupations in large cities. It permits, however, boys between fourteen and fifteen to work in cities of 23,000 population and over outside of school hours between 5 A. M and 8 P. M. provided a badge is secured annually from the superintendent of schools. The purchaser of a newspaper will thus be assured that the wearer of a badge is at least fourteen years old, that he is physically able to work and has fulfilled certain educational requirements.

The opposition is using the argument, time-worn in the East, that such a law would take the bread from the mouths of the widow and orphan. At a mass meeting of the boys, resolutions were passed denouncing the bill as interfering with parental authority, restricting a boy's pursuit of honest toil and encour-

aging "habits of idleness which lead to begging or worse," and as depriving boys of opportunities to contribute to the family support and to become self-supporting.

In refutation of such statements the National Child Labor Committee, which is supporting the act, quotes from recent investigations of street trades made in several states.

A Connecticut report on the subject shows that of the whole number of newsboys (74) from whom information was secured, only three were fatherless (two of these began before their fathers died) and two were motherless. Most of the boys said, according to this report, that they started selling through seeing some other boys sell. Not one said his parents sent him out.

The twenty-fourth annual report of the Bureau of Statistics and Information of Maryland corroborates this testimony. It found that 1,776 newsboys, or 80 per cent of the total number investigated, came from families with foster parents living, while 345, or 15 per cent, represented families with the breadwinner dead or away or not contributing. Not one newsboy stood as the sole individual of earning capacity within the family.

And again the sixth annual report of the Board of Public Welfare of Kansas City gives figures showing how paltry are the earnings of the average newsboy in that city. "Allowing for tips, 60 per cent of the 317 boys took in during the school days less than 26 cents, and 46 per cent took in less than 21 cents. The suggestion that the newsboys would be deprived of a very important part of their support is not sustained by the facts obtained during this investigation."

The proposed amendment in California is supported by the Juvenile Protective Association of San Francisco, California State Federation of Labor, Civic Section California Club (San Francisco), Public Welfare Commission of the County of Los Angeles, Child's Welfare League of Alameda, many of the social organizations and a score of prominent women's clubs. These bodies are endeavoring to have the bill amended so that the requirement of a badge shall apply to boys between fourteen and sixteen instead of fourteen and fifteen.

SOCIAL SETTLEMENTS AND THE WAR

WRITING as president of the National Federation of Settlements, "representing 170 settlements throughout the country, with a very large constituency of neighbors and co-workers with whom they are associated," Mary K. Simkhovitch, head resident of Greenwich House, New York city, stated her position with regard to the entrance of this country into the European war in a letter to the *New York Evening Post*.



(Scene: Pullman Smoking Compartment. Judge Kirkland and Lawyer Roberts continuing a conversation begun at dinner.)

Judge: "Well, this business of selling direct-by-mail throughout the country is surely very popular with the public."

Lawyer: "Yes, but some of my clients say that in the interest of local merchants the States ought to find some way to check it."

Judge: "I don't see why they should check it or how they can do it. Selling merchandise is an interstate business. I can sell and you can buy in the best market wherever it is. What can any State do about it?"

Lawyer: "You're probably right, I'll admit. The States can't very well put the 'kikosh' on legitimate interstate business."

Judge: "Certainly not. The States cannot hold up arbitrarily any direct-by-mail transaction, such as the payment of life-insurance premiums by mail."

Lawyer: "How's that?"

Judge: "Policies are written for people, 'direct,' all over the country, and have been for years. The United States Supreme Court has decided unanimously that life-insurance premiums on such policies are exempt from State taxes. The usual license-fees and charges also do not apply. All this helps policyholders."

Lawyer: "Oh, you refer to the Postal Life?"

Judge: "Yes, that Company hasn't any agents and never has had. The applicant deals direct, personally or by letter. The method is good common sense as well as sanctioned by law."

Lawyer (laughing): "Guess you're right. I wrote the Postal once myself just to find

out how the Company did business, but never followed it up."

Judge (laughing): "I go you one better; I not only wrote them, but took out a policy nine or ten years ago and have carried it ever since."

Lawyer: "How's the cost?"

Judge: "Lower than in other companies for the same kind of insurance—legal reserve—and besides that they give me a free medical examination each year just so I can keep in trim."

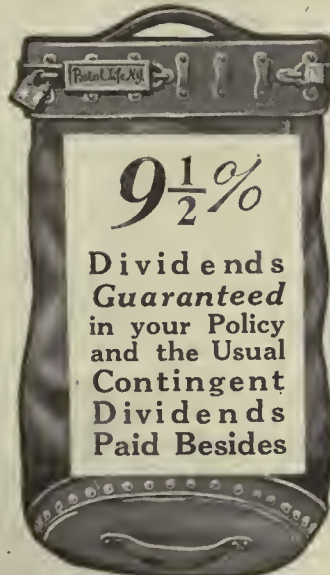
Lawyer: "That's pretty good. You live in Idaho and deal with a New York company by mail. Did you ever look the Company up?"

Judge: "Only to know that it is chartered and licensed by New York State, whose laws are very strict, but I called on them when I was East last year. They're now in their new building on Fifth Avenue."

Lawyer: "So I heard. Believe I'll write them to figure on a policy for me."

Judge: "Don't think you could do better. Life insurance without agents is a distinct public service. The point is made, and I think it is a good one, that the Company is subject to the United States Postal Authorities. The Postal simplifies the business, saves you money, safeguards your health and will treat you right in every way. I'd take another policy myself if I hadn't passed the age limit."

Timely Talk on a Vital Subject



That tells the story. Thoughtful insurers like Judge Kirkland take policies with the Postal and not only hold on to them but are disposed to take new insurance, while those like lawyer Roberts, who at first write out of curiosity, at last find they can save money by taking a Postal Policy, and they do it.

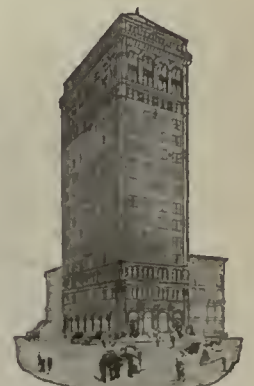
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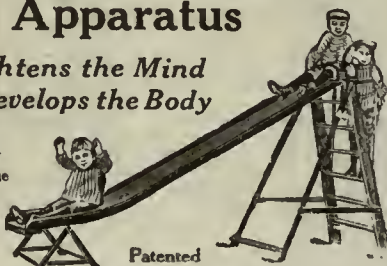
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"The Russian revolution, following the increased ruthlessness of Germany, resolved that doubt, and made it possible, and, yes, imperative, for many of us to hesitate no longer. America for the world rather than America first is our motto. And in the interest of a democratic world America cannot hold aloof. Not for aggression, and not even for defence, but for world democracy, is America justified at this hour no longer to stand apart, but rather to die that the world may live. . . .

"It is not in the districts where the settlements are situated that disloyalty is shown. And let us see to it that the burden of the war does not fall too heavily on those least able to bear it. Workers in industry and agriculture must not be decimated for a still unestimated military need; or rather, they are the very props on which such need must rest.

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In these words, William B. Wilson, secretary of Labor, put in a sentence the thought that was in the mind of nearly everyone at a meeting of the committee on labor of the Council of National Defense which met last Monday at the headquarters of the American Federation of Labor in Washington. The committee, consisting of about 150 labor men, employers, health experts and students of labor questions, was appointed by Samuel Gompers, who is a member of the advisory commission of the Council of National Defense.

The entire day and the evening were spent in discussing how national efficiency could be promoted, the welfare of workers conserved and the principles of democracy left intact. The sentiment most earnestly expressed was that we are setting out not just to win a war, but to win a war for justice; hence there must be no weakening of adherence to fundamental American principles of liberty.

"I love the United States not because it has that name," said Samuel Gompers. "It is the ideals for which our country stands that makes it dear to us. That is what makes it worth fighting for. If those ideals were to change we would not care to fight for it."

There was a strong tendency to oppose the idea that has already found expression, that hours of labor should be extended indefinitely and other standards broken down. Prof. Felix Frankfurter, of the Harvard Law School, offered a motion requesting the Council of National Defense to urge the various state legislatures not to break down standards, as has been recently proposed in New York, except on recommendation of the council. This resolution was referred to the executive committee which is to organize the work of the general committee.

It is proposed that sub-committees be appointed as follows: education, sanitation, housing, recreation, equalization and conciliation, wages and hours, standards, fatigue and physical welfare, publicity.

Frederick L. Hoffman suggested that there should be a committee on statistics and information, and one on health. Professor Frankfurter urged the creation of a body similar to the English Committee on the Health of Munition Workers. These suggestions and others are to be considered by the executive committee and a program of action is to be presented at the next meeting of the general committee which was adjourned subject to the call of the chairman.

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CONTENTS for APRIL 14, 1917

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CONTRIBUTED ARTICLES

The Law of the Land. Minimum Wages for Women and Shorter Hours for Men - - - - -	33
Standardizing War Relief - - - - - WINTHROP D. LANE	34
Tools as Well as Guns - - - - - ARTHUR D. DEAN	35

SUBJECT INDEX

INDUSTRY

Minimum Wage and Shorter Hours Laws Upheld	33
Working Boys for Military Training Efforts to Retain Labor Standards during War	35
Unions in the Colorado Coal Mines..	37
Labor Groups Watching Sanitary Standards	40
What It Means to Be a White Wing Warnings Against Child Labor in Wartime	41
	42
	44

INTERNATIONAL

Why Men Fight—a book review....	45
---------------------------------	----

HEALTH

Pooling Medicines and Bandages... Keeping Up Health Standards During War	34
A Division of Industrial Hygiene Among Employes	37
Death and Disease Among Street-cleaners	41
Hospitals for War Horses.....	42
	43

EDUCATION

Mixing Military and Vocational Training	35
Demand for Undiminished Compulsory Education	44
Boston's Tangled School System.....	44

CIVICS AND RECREATION

Appointments Under Illinois Civil Code	40
Minneapolis Housing Law.....	41
Reform Laws in Arkansas.....	42
Votes for Women in Russia.....	43

LIVELIHOOD

Feeding the Nation During War....	38
Prohibition for Preparedness.....	38
Training Soldiers of the Plow.....	39
Old Age and Dependency in Massachusetts	44

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WAR AND CHILDREN

SOcial work and social workers have ahead of them a tremendous task in seeing to it that the pressing needs of war do not break down standards and sacrifice the social point of view. A statement of it, in definite terms, for the field of child welfare, has been made by Julia C. Lathrop, chief of the Federal Children's Bureau, for

An Early Issue of the Survey

WAR has been declared and we are rushing to prepare. The Council of National Defense believes that protective labor laws should not be broken down except upon its own recommendation. The National Consumers' League believes they should not be lowered for any cause—real preparedness means enforcing them to the letter. Page 37.

PREPAREDNESS includes prohibition, says Mrs. Tilton, and calls upon the dry governors to support her. Page 38.

HOOVER, of Belgium, may be called on to take charge of our food supply and cut out the slip 'twixt the farm and the lip. Nothing short of government control, it is believed in Washington, will keep American stomachs filled. Page 38.

FARM LABOR is where the present shortage is felt. The University of Illinois has a plan for sending recruited men to the farmers for work under orders in the fields just as they are sent to military camps for drill. Page 39.

OREGON'S radical minimum wage law for women and its ten-hour law for men were both upheld by the federal Supreme Court on Monday—a thumping day's work. The decisions on these two laws, the Adamson eight-hour law for railroad men, the Webb-Kenyon prohibition law and the Mann white slave law, all since January 9, give social legislation for 1917 a white stone the size of Gibraltar. Page 33.

EVERY STEP in the giving, collecting, packing, shipping and delivering of medical supplies and of comforts for the troops has been organized by the Red Cross. The plan is devised to handle them with a smooth efficiency like that which picks up odd bits of metal on a moving platform and suddenly delivers a honking Ford car to the smiling purchaser. Page 34.

VOCATIONAL training may get a great boost from the military training law for school boys in New York state. Office boys and messengers and the kids in "dead end" trades will have to tote guns, but mechanics-in-the-making may serve the state with the tools of their trades. Page 35.

BUSINESS men have been put in charge of the reorganized state service of Illinois under the new civil code. Charles H. Thorne enlists as commissioner of public welfare, in charge of all the charitable and correctional institutions, as "a welcome opportunity to do my bit for my country." Page 40.

THE United Mine Workers have signed with their bitterest opponent in the late Colorado coal strike—the Victor-American Company. Page 40.

MINNEAPOLIS has a new housing secured through the cooperation of housing reformers and real estate men, that make it a model city. Page 41.

UNION printers and the Department of Health have joined forces for a health campaign in New York city. Page 41.

EIGHTY per cent of the New York "white wings"—the street cleaners—are disabled every year by sickness, losing an average of a week each. Page 42.

ARKANSAS went bone dry, gave votes to women—a nick in the solid South—appointed a State Charities Commission and improved its education laws at the recent session of the legislature. Page 42.



THE SURVEY

The Law of the Land

Minimum Wages for Women and Shorter Hours for Men

TWO decisions of greatest national importance were announced by the Supreme Court of the United States on April 9. The text is not yet at hand, but it is possible nevertheless to some extent to gauge their significance.

One ended the long suspense over the status of minimum wage laws by upholding the constitutionality of the compulsory Oregon law, giving the Welfare Commission power to fix minimum wages for women.

The other gave a new aspect to the power of state legislatures to regulate hours of labor for adult men, a power that has been exceedingly questionable since the Supreme Court twelve years ago, in the famous case of *Lochner vs. New York*, declared unconstitutional a law limiting the working day of bakers in New York to ten hours.

The hours-of-labor case came before the court in the form of an Oregon law which limits the working hours of male employes in "mills, factories and manufacturing establishments" to ten hours in each twenty-four. This is a more sweeping provision than any other legislation of similar character that has ever come before the court. An eight-hour law for miners has been upheld because the court believed mining to be an unhealthful occupation. A sixteen-hour law applying to men in railway train service has been held to be valid because such a limitation has a direct relation to public safety. But the ten-hour law for bakers, in the opinion of the court as constituted in 1905, had neither of these merits, and therefore was void, as an unwarranted interference with freedom of contract.

That the court should now uphold a general ten-hour law is evidence of a significant change in judicial opinion. The Oregon law covers trades in general, regardless of special hazard either to the public or to the employes. It covers even bake-shops, which twelve years ago the court said specifically no legislature had the power to do.

The effect of this decision, whatever the grounds on which it is based, must be to encourage the enactment of laws regulating hours for men, as well as women and children, wherever such regulation seems socially desirable.

The decision in the minimum wage case will be felt immediately in ten states where minimum wage laws for women have been enacted, but where watchful waiting for the attitude of the Supreme Court has hindered efficient enforcement. It will also stimulate legislation insuring the minima of decent

living for workers in those states which have hesitated to adopt minimum wage legislation while a test case was pending. Finally it places a broader interpretation upon the police power of the state than has ever been admitted before.

By its act the Supreme Court concedes that the state should interfere not only with long hours and injurious conditions of labor because public health is affected, but with wage payments. When Louis D. Brandeis appeared before the Supreme Court in December, 1914, as attorney for the defense, he based his argument on the cost to the state of underpaid, under-nourished workers. This cost he reckoned up with the aid of Josephine Goldmark of the National Consumers' League in an 800-page brief presenting conditions found in Oregon among working women by the Industrial Welfare Commission and confirmed by investigations in various states.

No decision was rendered at that time and on account of the reconstruction of the Supreme Court the case was ordered reopened in January, 1917. Mr. Brandeis, who had meantime been appointed as a member of the court, could not partake in the argument or sit in the case. But Felix Frankfurter, counsel of the National Consumers' League, who made the oral argument for the state of Oregon, again stressed the fact that the "grave consequences to the public health [of low wages], the general lowering of standards, the resultant drain on the taxing resources of the government gave indubitable grounds for state action." In a new brief, compiled by Miss Goldmark, the world experience supporting these assertions was brought down to date. This brief is the latest in a list of fifteen prepared by the National Consumers' League, which since 1908 have played a successful part in upholding the constitutionality of labor laws in state and federal courts of last resort.

In upholding the law four justices decided in favor, four voted in the negative and Mr. Justice Brandeis was disqualified from voting. Under the rules of the court no opinion was rendered, as there was no majority; it is simply announced that the decision of the Oregon Supreme Court in this case is sustained.

At a time when attempts are being made to break down working standards, at a time when industrial strain will be tense and at a time when the cost of living mounts up each day—these two decisions of the Supreme Court stand as bulwarks.

Standardizing War Relief

The Red Cross Plans for Reducing Misery

By Winthrop D. Lane

OF THE SURVEY STAFF

JUST as skilled surgeons, eager to dress the wounds of men hurt in battle, are of little use away from the bedsides of their patients, so medical supplies, though highly desirable, are of no avail unless at hand when wanted. Money, comforts, dressings—gifts and supplies of all kinds—are necessary for the relief and convalescence of men in the army and navy, but they are of about as much value as good intentions unless they can be conveyed promptly and in adequate quantities to the people for whom they are meant.

On the basis of these simple truths, the American Red Cross has just organized to render a new service. This step will constitute, perhaps, one of the most important efforts made in this country for the prevention of undue misery in war since the reorganization of the Red Cross sixteen months ago, when the departments of military and civilian relief were made distinct and base hospitals, hospital units, emergency nursing corps and other devices were begun to be organized by the military department.

The executive committee of the Red Cross created within the Department of Military Relief on March 21 the bureau of Red Cross Supply Service. Plans for the organization of this bureau had already been drawn up by W. Frank Persons, director of general work of the New York Charity Organization Society, who was loaned to the Red Cross two months ago. Mr. Persons becomes the first director of the new bureau, with headquarters in Washington, and Thomas W. Farnam, vice-president of the New Haven Bank, of New Haven, Conn., becomes associate director. Branches will be established in the principal cities of the United States. Men of national reputation have volunteered to aid in the work during the present war.

Objects of New Service

THE supply and movements of surgeons, nurses and other personnel have been organized by the devices mentioned above. The new bureau has to do only with supplies intended for the comfort and relief of soldiers and sailors. Stated succinctly, its objects are:

1. To afford full information of the standard, kind and quality of all supplies for military relief.
2. To collect, inspect and store until needed supplies produced for that purpose.
3. To distribute supplies of the right kind and quantity at the right place at the right time, and to have the ability to do so upon any and every request of the army and navy.
4. To stimulate the production of useful, standardized material, not only by chapters and members of the Red Cross, but by all interested organizations and by citizens generally.

When the naval and military forces of the United States are engaged in actual fighting, the American people will respond with overwhelming generosity for the relief and comfort of those who are in battle. Individuals everywhere and organizations of every description will at once want to contribute money and supplies of all kinds. Women's clubs will make surgical dressings, lodges will provide hospital comforts, churches will make clothes for convalescents, local chapters

of the patriotic societies will produce bandages, Sunday school classes will send games, commercial houses and others will send delicacies to eat, novels, tobacco, and a multitude of articles intended to add to the happiness of men in hospitals, on the decks of ships, in training camps and in trenches.

All of this motley material will have to be collected, transported and distributed. Who will know where it is most needed? How will confusion, waste and delay be avoided in getting it there? What guarantee will be furnished that it is of standard quality and that much of it will not be useless when it arrives? It is to answer these questions and to meet these needs that Red Cross Supply Service has been organized.

Let us see, now, how the new bureau will do its work. Red Cross Supply Service will receive from the army and navy promptly and, when possible, in advance of actual needs, specific information concerning the amount and kind of supplies needed, and the place of delivery. The director of each branch will be assigned specific territory. He will be responsible for the collection and purchase of supplies within that territory and for starting them, upon orders from the central office, upon the road to their destination.

Suppose a case of surgical dressings has been produced by a Sunday school in Marshalltown, Iowa. It is turned over to the Red Cross chapter in that city, if there is one. If not, the secretary of the nearest chapter, let us say in Des Moines, is advised of the existence of the case of dressings. He adopts appropriate means (possibly by securing a sample) of assuring himself that the supplies named are of suitable kind and quality to warrant their being received for distribution. He then authorizes the shipment of the case from Marshalltown to Des Moines. This may be done at the expense of the consignor, but when the case of supplies has passed into the possession of Red Cross Supply Service it will be sent on its further journey without expense to the producer. Its first journey will be to the branch warehouse in Chicago, there to form part of a larger shipment, or, upon orders from the Chicago office, it may be sent direct from Des Moines to the place where needed for immediate use.

To Stimulate Giving

THE case may be marked with the name of the Sunday school if desired. It will be marked also with a description of its contents. If various kinds of supplies are in the package they will be removed and each kind placed with larger quantities of similar articles at the committee's warehouse, to be repacked. This will still permit the larger packages to contain smaller bundles marked with the names of the agencies making them, if this is desired.

In announcing the new bureau the Red Cross is anxious to make clear that its sole purpose is to afford an efficient means of standardizing, collecting and distributing supplies. It has no purpose to control or to dominate their production. Every opportunity will be left free to others to produce in any quantity they desire, so long as products conform to desirable standards.

The organization of the new bureau gives effect to the

proclamation issued by President Taft in 1911 characterizing the Red Cross as "the only volunteer society now authorized by this government to render aid to its land and naval forces in time of war," and declaring that any other society desiring to render similar assistance must do so through the Red Cross.

In line with this proclamation President Wilson issued a letter last week in which he declared that "recent experience has made it more clear than ever that a multiplicity of relief agencies tends to bring about confusion, duplication, delay and waste." Herbert C. Hoover, chairman of the Commission for Relief in Belgium, in endorsing the Red Cross plan, said that "every country in Europe has gone through an era of disintegrated, overlapping effort, the multiplying of thousands of committees and tons of useless, inapropos, and wrongly destined material. In general," he said, "the one fundamental factor in war organization is centralization of executive, and such centralization cannot be effected if there are a lot of national semi-independent boards or organizations operating outside, or partially outside, the direct control of the Red Cross Executive."

Branch offices have been opened in Boston, New York city, Chicago, New Orleans, Denver and San Francisco, with a director in charge of each. A small informal committee of prominent business men is to aid each director of a branch.

The director of the New York branch is Otto T. Bannard, of the New York Trust Company. Mr. Bannard will give practically his entire time to this work, and he will be assisted by an advisory committee consisting of Henry James, chairman of the executive committee of the New York County Chapter of the American Red Cross; Irving T. Bush, of the Bush Terminal Company; Newcomb Carlton, president of the Western Union Telegraph Company; A. L. Salt, vice-president of the Western Electric Company; Charles D. Norton, vice-president, First National Bank, and others.

Thirty thousand square feet of warehouse space has been donated to Red Cross Supply Service in New York city by Mr. Bush. Excellent shipping facilities by both water and rail are provided, and the New York warehouses are likely to serve as the central distributing point for supplies for any American forces, naval or military, sent abroad. Mr. Bannard has established his office on the thirty-fourth floor of the Metropolitan Tower.

In Boston, direction of Red Cross Supply Service headquarters has been assumed by Henry S. Dennison, president of the Dennison Manufacturing Company. Associated on the Boston committee are Allston Burr, chairman of the Boston Chapter of the American Red Cross; John W. Hollowell, of Stone & Webster; A. C. Ratschesky, president of the United States Trust Company; J. Franklin McElwain, and others. Warehouses and offices are located at 1000 Washington street.

The Chicago committee is headed by A. A. Sprague, 2nd, president of Sprague, Warner & Company. Among the members are the following: James Simpson, president of Marshall Field & Company; John W. Scott, of Carson, Pirie, Scott & Company; Robert J. Thorne, president, Montgomery Ward & Company; William Hibbard, president, Hibbard, Spencer, Bartlett & Company; and Homer Stillwell, of Butler Brothers. Offices are at 112 West Adams street, and the warehouse at 225 East Illinois street.

Directing the New Orleans branch will be H. R. Labouisse, a retired banker, assisted by Frank B. Hayne, William Mason Smith, and William E. Stauffer. Offices will be at 316 Carondelet street, and the warehouses at the United States Mint.

The San Francisco branch will be in charge of A. B. C. Dohrmann, head of a large mercantile firm. Offices will be at 502 California street.

Headquarters have been opened in Denver at 1612 Fifteenth street with William G. Evans as director. The warehouse is at the same address.

The expenses of Red Cross Supply Service at the central office in Washington and at each of the branch offices will be paid from the national fund of the Red Cross. It is expected also that donations will be made by local people to meet the cost of each branch manager's office and warehouse.

Tools as Well as Guns

Vocational Education as the Equivalent of Military Training

By *Arthur D. Dean*

CHIEF OF THE DIVISION OF VOCATIONAL SCHOOLS, NEW YORK STATE EDUCATION DEPARTMENT

THERE is deep educational significance, especially for the future of vocational education, in the revised Welsh-Slater bill recently signed by the Governor of New York and now law in that state, and in the annual appropriation bill that has already passed both branches of the legislature.

It will be remembered that the Welsh-Slater bill as passed last year created a Military Training Commission and compelled all boys between sixteen and nineteen years of age, except those at work, to take such military training as the commission might prescribe. It affected only about 22,000 boys of the specified ages, since it was practically limited to boys at school. The revised law strikes out the exemption. It therefore extends compulsory military training to all boys sixteen, seventeen or eighteen years old. The number of these in the state is estimated at about 220,000. Thus the new law multiplies by ten the number who will receive such training. In taking this action the legislature seems to have responded to the very strong feeling, not only in New York, but elsewhere, that school boys should not be selected as the only ones to receive military training.

The revised law goes much farther than this, however. In the first place, it creates three significant bureaus. The names

of these and the amounts allotted to each in the annual appropriation bill, in round numbers, are as follows: Bureau of Physical Training, \$60,000; Bureau of Technical Military Training, \$150,000; Bureau of Vocational Training, \$90,000. The first bureau is to have the supervision of the compulsory physical training in the schools for all male and female pupils above the age of eight, during periods which shall average at least twenty minutes in each school day. The second bureau is to be charged with the specific military part of the program for all boys above the age of sixteen years and not over the age of nineteen years for periods aggregating not more than three hours in each week between September first of each year and the fifteenth day of June next ensuing. The third bureau will interpret and administer the following sentence in the revised law:

"Such requirement as to military training, herein prescribed, may in the discretion of the commission, be met in part by such vocational training or vocational experience as will, in the opinion of the commission, specifically prepare boys of the ages named for service useful to the state, in the maintenance of defense, in the promotion of public safety, in the conservation and development of the state's resources, or in the construction and maintenance of public improvements."

This provision is a very forward and interesting step. It

is likely to have a far-reaching effect on the number and character of vocational schools in New York state, and on the kind of work for which boys fit themselves. In commenting on the revised law, John H. Finley, state commissioner of education and a member of the Military Training Commission, said: "For the post of chief of the Bureau of Vocational Training we must get the very best man we can—it's a \$5,000 place, but a \$25,000 job. I think it will offer the right man one of the largest conceivable opportunities for a piece of truly constructive work for the state."

It is evident that this bureau must sift out such vocational opportunities as fit boys for service "directly useful to the state." It must make recommendations to the commission that will guide it in interpreting those activities in which boys are engaged that may be directly useful in the maintenance of defense, in the promotion of public safety, in the conservation and development of the state's resources or in the construction and maintenance of public improvements. It offers opportunities for a very constructive plan of effort. It anticipates in a scheme of military preparedness a line of action that draws its cue from the exempting provisions that have been recently a part of the plan of conscription service of England. It is drawn from the experience of France which has had to come to the point of recognizing that men must be taken from the front for service behind the lines. It is based upon the procedure of Germany, who found it necessary in the midst of war to organize her entire "man power."

Effect on Vocational Education

COMMISSIONER FINLEY said further:

"Obviously the program puts the maintenance of defense as the first opportunity, but it recognizes the factors which make sudden and effective mobilization for that purpose possible, and, beyond that, it foresightedly sees that the plan has in it elements which will make it of value in other than times of war or peril of war. It is a program whose realization should be immensely valuable in the development of material resources and even more valuable in identifying as patriotic service all such activities as this program includes, and in cultivating civic and patriotic spirit through that very service, and in training for it."

No one knows how far its effect upon the vocational education system of New York will reach. It may modify the present system or it may attempt to fit in with the present system, or the present system may be made to fit in with the "military equivalent" idea of the commission. Vocational training, from the standpoint of contributing to a military equivalent, and a military equivalent, from the standpoint of vocational preparation, are not incompatible. No one knows; but I personally should say that the proposal would do a great deal toward promoting the development of day part-time and continuation schools and evening trade schools. The boys who are at work will obviously enroll in evening vocational schools in order to meet in a large measure that training that will specifically prepare them for service directly useful to the state, and in this way will be excused from the major part of the required military service. It may be confidently expected that the establishment of part-time schools (on, perhaps, the Fitchburg and Cincinnati plans) will be greatly stimulated.

It is not likely that boys so enrolled will be completely excused from any military training. Personally it would seem to me that they should be brought together once in a while to receive some direct lesson which will make it clear to them that they are, through this indirect preparation for military service, really serving directly the state, for otherwise

these boys would gain the idea that they were simply learning trades for their own ends, and this is not the fact. They are learning these trades and are excused in part from attendance upon military training because the trade which they are learning is of service to the state in time of war.

The plan will have some tendency to develop day vocational instruction for those boys who are already in school and are subject to military training. For here will be an opportunity for a boy to "kill two birds with one stone." He may learn a trade which will fit him for profitable employment and he may meet, in part at least, the military training requirement. Of course, there will be school boys who are not in attendance upon vocational schools who will expect to be excused from military drill on the basis that they are taking a few periods of a week in a manual training shop making tabourets, coat-hangers and sleeve-boards. It is to be hoped that the military commission will accept the definition of vocational training as laid down in the Smith-Hughes bill and in the laws or practice of such states, for example, as New York, Indiana and Massachusetts.

Do Bell-hops Serve the State?

ONE of the most far-reaching results will be to show boys, parents and the public that a good many of the occupations in which boys are engaged are not in themselves directly useful to the state, either in the maintenance of defense or promotion of public service, in the conservation of the state's resources or in the construction and maintenance of public improvements. For the "experience" which these boys acquire through work (for the law implies that the occupation of the boy may be a military equivalent) in unskilled occupations is not within the field of military preparedness. On the other hand, many of the skilled industries in which boys are engaged do serve the interests of the state. It is clear that industries dealing with metals, machinery and conveyances (for example, manufacturing implements and tools, sheet-iron work, forging, structural iron work, rolling-mill work, firearms, railway equipment, engines and boilers, electrical apparatus, boats and boat-building and agricultural machinery) are in the class which is directly useful in the maintenance of defense. It is equally clear that boys who are delivering messages, carrying bundles, driving grocery wagons, picking fruit in the canning sections, working in cotton mills or mines, and so on, would not be considered as performing service which brought "experience" that would specifically prepare for any state service.

Of course, there are occupations which stand between these two extremes, and the question of whether or not they contribute to state service under one of the four heads is for the commission to decide. But what an eye-opener it will be to young people and to employers to learn that a state commission with full power has decided that many occupations open to children are not recognized as coming under "experience" contributory to the four heads; that what these children do does not promote public safety or conserve state resources or contribute to the maintenance of public improvements or are of little, if any, service directly useful in the maintenance of defense.

Some deadly parallels are bound to be drawn. The employed boy who is learning the trade of machinist has his "experience" recognized, while his pal who is the bell-hop must attend military drills or enroll in a vocational school. The young agriculturist of the country vocational school who has his home projects in farm crops may play ball at a time when his schoolmate of classical inclinations shoulders his gun for the weekly drill. Thus do the ploughshare and the sword each serve the state and this is as it should be.

COMMON WELFARE



WAR AND LAWS OF SAFETY AND HEALTH

WHEN by a vote of 373 to 50 in the House of Representatives and 82 to 6 in the Senate, the Congress of the United States last week declared this country to be in a state of war with the German imperial government, it opened up the necessity for a host of new adjustments, not all of which are military. The question of financing is one of them. Reference was made in the SURVEY last week to the proposals of the American Committee on War Finance, which involve a heavy increase in the tax on incomes of \$5,000 and over. News from Washington indicates that in the fiscal plans now under consideration the possibilities of the income tax are not to be overlooked.

Another question of immediate importance is the matter of industrial unrest and the standards of labor that are to prevail in the manufacture of supplies for the government. As in England at the beginning of the war, there is a demand just now for such modifications in health and labor laws as will mean for the time being their virtual abrogation. Many people believe, despite the experience of England to the contrary, that unlimited overtime and seven-day labor will result in maximum efficiency in output.

Last week at the meeting of the Labor Committee of the Council of National Defense the opinion was expressed that there should be concessions in the interest of harmony, but that standards, so far as possible, should be maintained. That opinion has found further expression in some recommendations drawn up by the executive committee of the Labor Committee and adopted by the Council of Defense. These recommendations are as follows:

"The defense and safety of the nation must be the first consideration of all patriotic citizens. To avoid confusion and to facilitate the preparation for national defense and give a stable basis upon which the representatives of the government may operate during the war, we recommend:

"1. That the Council of National Defense should issue a statement to employers and employees in our industrial

plants and transportation systems advising that neither employers nor employees shall endeavor to take advantage of the country's necessities to change existing standards. When economic or other emergencies arise requiring changes of standards, the same should be made only after such proposed changes have been investigated and approved by the Council of National Defense.

"2. That the Council of National Defense urge upon the legislatures of the states, as well as all administrative agencies charged with the enforcement of labor and health laws, the great duty of rigorously maintaining the existing safeguards as to the health and welfare of workers, and that no departure from such present standards in state laws or state rulings affecting labor should be taken without declaration of the Council of National Defense that such departure is essential for the effective pursuit of the national defense.

"3. That the Council of National Defense urge upon the legislatures of the several states that before final adjournment they delegate to the governors of their respective states the power to suspend or modify restrictions contained in their labor laws when such suspen-

sion or modification shall be requested by the Council of National Defense and such a suspension or modification, when made, shall continue for a specified period and not longer than the duration of the war."

Samuel Gompers is chairman of the Labor Committee and of the executive committee of that body as well. The other members of the executive committee are William B. Wilson, secretary of labor; V. Everit Macy, president of the National Civic Federation; James Lord, president of the Mining Department, American Federation of Labor; Elisha Lee, general manager Pennsylvania Railroad Company; Warren S. Stone, grand chief International Brotherhood of Locomotive Engineers; Frank Morrison, secretary American Federation of Labor; Lee K. Frankel, third vice-president, Metropolitan Life Insurance Company; James O'Connell, president Metal Trades Department, American Federation of Labor; A. Parker Nevin, National Association of Manufacturers; Louis B. Schram, chairman Industrial Accident Prevention Department, the National Civic Federation.

OF similar import is a vigorous letter issued by Florence Kelley, general secretary, and Pauline Goldmark, research secretary, of the National Consumers' League. "America today is in danger of the fate of the runner who, by a spurt at the beginning of the race, sacrifices the staying power that makes for victory. Labor laws can be repealed, but not the laws of physiology," it reads.

The letter is addressed particularly to officers of the National League for Woman's Service, the New York State Woman Suffrage Party, the National Council of Women, the woman's section of the Woman's National Service School, all of which have offered the services of their members to state or federal government.

"The universal impulse to sacrifice prompts eager men and women to give their all—sons, fortunes, strength, home, efforts of every kind—to the country in war time. In their zeal and haste, there is danger that the safeguards of the life, health and vigor of working people will be lost, upon which success depends.



TWO IN ONE

From "United Hospitals," to be published occasionally by the United Hospital Fund of New York city, an organization of 46 private hospitals which last year cared for 132,615 bed patients and 560,146 dispensary cases.

"In the whole industrial history of the country we have never faced so critical a moment. The United States is being prepared on a colossal scale and the wage-earners are called on to exert their fullest working capacity. They will respond to the call. It is of supreme importance for the efficiency of the nation as a whole that the energies of this army should be kept at their highest pitch. Now as never before we must remember that output and health are inseparable. If the human resources of the nation are to be preserved, our own experience and that of other warring nations must not be ignored."

The letter recites the bitter experience of England in permitting long hours, night work and other exhausting exemptions from existing labor laws, and shows that already similar proposals have been made in this country—an attempt to abrogate the fifty-four-hour law for women in New York state engaged in the manufacture of any supplies for army and navy, and an exemption to the one-day-of-rest-in-seven law, which has been allowed the Curtis Aeroplane Company by the State Industrial Commission for an unlimited length of time.

The letter concludes as follows:

"The present crisis in the United States calls for the best thought and effort of all our citizens. It calls for renewed and persistent exertions to preserve the hard-won safeguards of legislation for labor and public health. Will you not join us in the effort to

"Preserve short working hours wherever they exist;

"Maintain the present minimum of sanitation and safety;

"Keep the children in school, by means of scholarships where necessary;

"Uphold the standard of living for the family, whether the chief wage-earner is a soldier at the front, or working on national supplies at home?"

"We cannot believe that the people of the United States are willing to sacrifice all the difficult achievements of social progress in the impulse to defend their country without thought of the future, or even of the present need of the highest industrial efficiency. For this efficiency can only be secured by holding to the protective laws proved by science to be essential to health and well-being.

"In this common strain upon the nation the workers will bear the heaviest part. It is for us to see that they shall not be uselessly sacrificed."

FEDERAL FOOD CONTROL PROPOSED

DEMANDS for an efficient federal control of the distribution of food, as a means not only to reduce the retail cost to consumers, but also to assure a market for increased crops, are raining in upon Congress. The Council of Nation-

PROHIBITION FOR PREPAREDNESS

SOcial workers, you must all know what liquor means in war time—leakage in health, leakage in efficiency, more prostitution and consequently more disease. I have just come from making a survey of four cities under prohibition, Charleston, Richmond, Columbia and Savannah. Forced against their will to go dry, these cities are now making such a remarkable showing in reduction of wreckage that, with the exception of Charleston, they are strong for prohibition.

But I found women distressed that their boys were to be ordered North into wet states. "The North is full of preparedness talk, but does it really think hundreds of open saloons make for preparedness?" was their question to me.

Social workers of dry states, you should ask the governors of the twenty-five dry states to call on the twenty-three wet states to close the saloons.

Social workers of wet states, you should not lose a minute in demanding that your state immediately close its saloons.

Prohibition in war time is a well-proven bit of preparedness. It means more health, more efficiency, less prostitution in the field and infinitely better conditions in the home.

Up to now you have not really done your part against the saloon. But now is your great chance. I beg of you to be leaders in prohibition-preparedness.

ELIZABETH TILTON

al Defense is considering the matter. Howard Coffin, its adviser on munitions, predicts that a food control will be established within six months.

It is reported that the White House is considering the naming of a man of broad experience in the feeding of large numbers of people to take charge of this great task, and Herbert C. Hoover, director of the Belgian Relief Commission, is mentioned as the most likely selection. His achievements in organizing and maintaining the work of Belgian relief during the war in Europe are thought to assure him of the ready support of Congress in any plan which he may work out for the more economical victualing of the United States during the remainder of the war.

That the country is facing a dangerous shortage of food and that this shortage, under present legal conditions, will be aggravated by high retail prices and by wasteful methods of marketing the crops, is the first fear of experts in the Department of Agriculture. "Agricultural preparedness" is the theme of a campaign which the department is now conducting, through the press and through speeches and letters of appeal to organized farmers everywhere. The farmers are asked to raise more foodstuffs this year, for patriotic as well as

for financial reasons. They are informed that the winter wheat yield for 1917 is estimated at 71.1 per cent—the worst condition ever recorded by the crop experts. They are shown that the stocks of potatoes, oats, corn and other staples are light, and that wheat is scarce in all countries. David Lubin, American representative at the International Institute of Agriculture in Rome, has sent word to President Wilson that the world's store of food has never been so low as at present.

Nevertheless the farmers are reported not to have responded enthusiastically. They want a guarantee of a favorable price and a safe market. Such a guarantee can only be given through federal control of the distribution of food supplies. The Council of National Defense is understood to incline to the idea that a food controller, vested with full authority to organize and run the machinery of such control, would do more to establish the farmers' confidence in a good market than would any reorganization of existing branches of the government.

On the side of the consumers, the case is more serious. The rise in wages during the last ten years has perceptibly lagged behind that of retail prices. At the headquarters of the American Federation of Labor in Washington the statement is made that there is no likelihood this year of any such increase in wages, applying to the vast majority of workers, as would meet the expected further increase in cost of food. Hence the labor movement is keenly interested in the reduction, or in any event, the regulation, of food prices.

Suggested duties of a food controller—a man of the type of Goethals or Hoover, used to carrying big projects through to detailed completion—are many. He would take an emergency census of the food and livestock throughout the country, using present federal agents for this work. He would take stock of the transportation facilities, the condition of roads, the possibilities of local milling, canning, storage, drying and other preparation of foods. He would secure from Congress authority to organize the various services in the Department of Agriculture, the Post Office Department, the Interstate Commerce Commission and other branches of the government to create a complete system of daily intelligence as to the need for delivery of food in every town and section of the United States.

The same intelligence system would direct the shipping of all foodstuffs ready for market. Transportation would be economized. Local supply would be stimulated. Adaptation of local markets to local production would be encouraged. Waste through duplication of delivery would be penalized, as the system developed, until the food con-

troller would bring about the elimination of unnecessary charges.

RECRUITING OUR SOLDIERS OF SUSTENANCE

BEFORE the Chicago Association of Commerce, the Agricultural College and the department of economics of the University of Illinois launched their "civil-military service" scheme for the national mobilization of food production. Dean Eugene Davenport, who presented it, based the plan upon the following facts:

Food production in the United States is not now increasing in proportion to the increase in population. The production of food is our strongest war asset, in view of the reduced production in Canada and western Europe. Without regard to the disturbance of basic industrial conditions, even to the production of the food of the people, every nation in going to war puts men into active military service; indiscriminate enlistment from the farms, with no plan for labor replacement, is certain to reduce food production below the level of positive need.

Enlistment for food production in this military plan of mobilization must be as definite as for service at the front, if an adequate food supply is to be assured, and the War Department must as rigorously protect food production as any other means of national defense. With land enough, if properly cultivated, to feed both herself and western Europe, America need not limit the food of her people, as more men would be

required to enforce a police restriction of food than would be required to turn scarcity into abundance. The farmer has reached the limit in the use of machinery and in the employment of his children to replace the hired help that has gone to the city. Military enlistment from the country must not only be offset, but the farmers' present labor supply must be increased.

To meet all these ends, the following procedure is proposed: To register every farm owner, tenant or manager, the number of acres in tillable, pasture and timber land, and the number of men usually employed or that would be needed to insure maximum crops; to enlist in the civil-military service and under military pay, men of military age or older who may be permanently or temporarily unfit for service at the front, and also boys from fourteen to sixteen years old in country and city; to establish training camp farms on land suitable for intensive farming, rented at convenient points by the government, where enlisted men not otherwise employed may be gathered, housed and employed in raising crops requiring a maximum amount of hand labor, such as vegetables, small fruits, cotton and tobacco; to erect at these centers facilities for drying and canning such food products, for preservation and transportation.

As the largest asset for food production is the thousands of farms already organized under the management of experienced farmers, independently operated through established channels of trade, most of the enlisted men would

be assigned to work them. When employed by the farmers these enlisted men would be regarded as on furlough and off government pay, receiving from the farmer the going wage of the locality, which is above the pay of soldiers. Men dissatisfied with these conditions of employment might return to the camp at the lower wage, and also in case of discharge for unsatisfactory service. Enlisted men not employed on private farms would be under military discipline at the camp farm, but under agricultural leadership, devoting their first attention to the production of food under the direction of an agricultural officer. Time for regular military drill would be reserved. Men of military age and above, without farm experience, would be quartered in regions engaged in intensive farming where oversight is possible. New enlistments would systematically replenish the numbers at the camp when depleted by men entering active military service. Enlistment for civil-military service would not only be considered as a patriotic duty, but would be made attractive through such formal recognition as uniforms, use of special organizations, ranks and degrees of efficiency, promotion and commissions.

Shortage of crops the world round gave timeliness to this mobilizing plan of the great prairie state of Illinois, as it does to the governor's initiative in calling a conference of the governors of all the great agricultural states to formulate a plan of concerted action for the conservation and production of the nation's food supply.

Drawn by Michael Kopsco for the American-Hungarian "People's Voice"



THE FIRST LINE OF DEFENSE

Dean Davenport warns the United States against the mistake made by every warring nation in Europe, of paying little or no attention to the production of food until its limitation is suddenly found to be necessary. America's power to produce food, he says, "far exceeds her strength at any other point in the struggle for mastery. If America is to win in the great war," he concludes, "she must mobilize her forces for food production as definitely as her fighting."

EFFICIENCY IN ILLINOIS' STATE SERVICE

GOVERNOR LOWDEN'S first appointments under the new civil code of Illinois, reported in detail in the SURVEY for March 10, are held to fulfill amply his pledge to reconstitute the state service on the basis of efficiency without political preferment.

The governor's choice of five of the nine department directors was based on their business experience. For director of finance he appointed Omar H. Wright, president of the Second National Bank of Belvidere, member of the executive council of the State Bankers' Association, former councilman and president of the Board of Education of his home town. The director of the Department of Public Works and Buildings, charged with letting contracts, furnishing supplies, maintaining the upkeep and erecting buildings for all state institutions, is Leslie D. Puterbaugh, of Peoria, who has been judge in the probate, circuit and appellate courts, a director of two banks and president of the board of trustees of Bradley Polytechnic Institute. William H. Stead, of Ottawa, attorney-general of Illinois from 1905 to 1913, and a man of large executive experience, heads the

Department of Trade and Commerce. To the directorship of the Department of Public Health, Dr. C. St. Clair Drake has been promoted from the secretaryship of the State Board of Health. In that office, as in the Health Department of the city of Chicago, he has a creditable record for service covering twenty-two years.

The department for which the governor found it most difficult to select a director was that of public welfare, under which all the charitable and correctional institutions of the state are now placed. Disappointed in not securing Col. C. B. Adams, recently appointed commissioner of prisons in Massachusetts, Governor Lowden appointed Charles H. Thorne, of Chicago, long head of Montgomery Ward and Company's mail order house, from which he had retired some time ago. A man of means and leisure, he accepted this public responsibility with the statement that "duty to the state under present conditions is paramount to whatever considerations stand in the way of its performance," and that the proffer of this position afforded him "a welcome opportunity to do my bit for my country." He gives his entire time to the work.

Albert D. Early, of Rockford, brings to the presidency of the State Civil Service Commission his experience as an active member of the Illinois Civil Service Reform Association, the presidency of the Illinois State Bar Association and his trusteeship of Northwestern University and the Rockford Public Library.

Governor Lowden has assured each director either the nomination or veto of every appointment to be made in his department, which is not in the classified list of the civil service.

The selection of the departmental staffs will be awaited with interest, especially that of the Department of Public Welfare, which is now open to the choice of the best available specialists as assistant director, superintendent of charities, criminologist, superintendent of prisons, superintendent of pardons and parole, alienist, and the board of five public welfare commissioners. Only such changes in the superintendency of state institutions are contemplated as may be required to improve the service.

UNIONS IN THE COLORADO COAL MINES

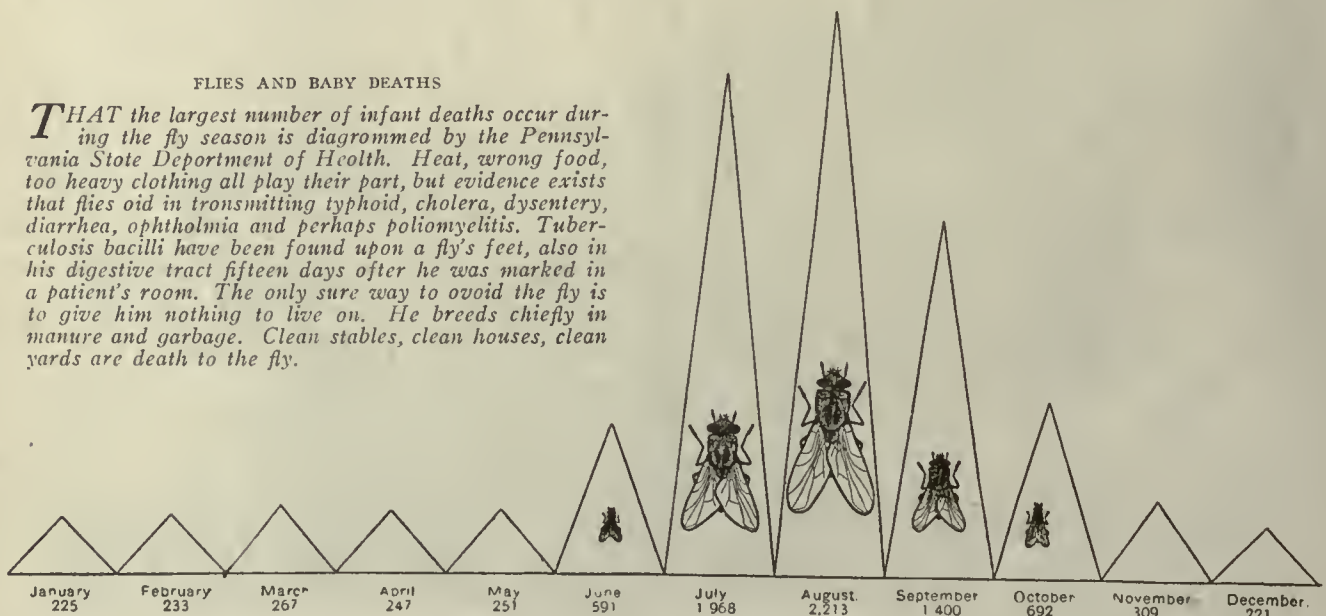
TWO years and four months after the end of the Colorado coal strike of 1913-14, word comes that the United Mine Workers of America have signed an agreement with the Victor-American Fuel Company, the second largest coal company in Colorado, involving full recognition of the union, the check-off for union dues and provision for check weighmen on the scales.

To appreciate the significance of this development it must be recalled that of all the companies involved in the strike, the Victor-American Fuel Company was regarded as the most implacable foe of unionism. Wherever there were "closed" camps, those of the Victor-American were closed the tightest. Wherever men who talked unionism were sent "down the canyon," they were sent a little faster and a little further from the camps of this company than from any other.

Commenting on this bit of news from Colorado the *United Mine Workers' Journal*, the official organ of the union, says: "The spirit for organization that brought about the settlement with the Victor-American Company is not confined to the miners of this company

FLIES AND BABY DEATHS

THAT the largest number of infant deaths occur during the fly season is diagrammed by the Pennsylvania State Department of Health. Heat, wrong food, too heavy clothing all play their part, but evidence exists that flies aid in transmitting typhoid, cholera, dysentery, diarrhea, ophthalmia and perhaps poliomyelitis. Tuberculosis bacilli have been found upon a fly's feet, also in his digestive tract fifteen days after he was marked in a patient's room. The only sure way to avoid the fly is to give him nothing to live on. He breeds chiefly in manure and garbage. Clean stables, clean houses, clean yards are death to the fly.



only. The employes of the Colorado Fuel and Iron Company [the Rockefeller company] openly announce that they are members of our union and demand agreements through the organization, instead of the 'almost as good' Rockefeller method of adjusting wages and grievances."

ADVANCED HOUSING LAW FOR MINNEAPOLIS

AS a result of five years' agitation and effort by the Minneapolis Civic and Commerce Association, supported in the end by the Minneapolis Real Estate Board, Builders' Exchange, Minnesota Chapter of Architects and the Central Trades and Labor Assembly, the legislature of Minnesota has passed a housing code for Minneapolis which, combined with the new building code secured by that city last year, will place it among the foremost American cities in insuring adequate light and ventilation, decent sanitary conveniences, safety from fire and proper privacy for every family.

The movement for better housing in Minneapolis is another interesting instance of the modern trend in civic and commercial agencies. The Minneapolis business and professional men's organization, called the Civic and Commerce Association, has given much emphasis to the civic side of its work from its inception. At the very start it secured as one of its secretaries Otto W. Davis, who had accomplished the passage in Columbus, Ohio, of a housing code which at that time was the first code in this country to apply to the one- and two-family houses regulations similar to those which had hitherto been applied only to tenement houses. Such regulation has now become an accepted principle.

Minneapolis at that time was resting

Doney in the Cleveland Plain Dealer



"THE SHACKLES BROKEN"

in quiet confidence that it had no housing problems. The Civic and Commerce Association undertook an investigation to find out the facts and soon uncovered a half dozen embryo slums containing every variety of housing evil, many of them of a character that had long ago been prohibited in other cities. Fortunately the quantity of such evils was found to be small.

Four thousand copies of a liberally illustrated report describing these conditions were circulated by the association. The Minneapolis newspapers gave whole pages to the matter and were united in their demand for the passage of laws that would prevent any increase in housing ills. The new code is the result.

One of the interesting features of the

movement in Minneapolis has been the cooperation obtained from other bodies, particularly from the Real Estate Board, which appointed a strong committee of twenty-five members and held regular weekly meetings, going over the code in detail for nearly a year. Fred G. Smith, chairman of the Real Estate Board Housing Committee, became so interested that he was instrumental in getting the National Real Estate Association to appoint a housing committee of which he is chairman. This committee is endeavoring to awaken the interest of real estate men throughout the country to the importance of cooperating with other agencies in securing better housing.

Interesting features of the Minneapolis code are a provision limiting the height of dwellings (except hotels) to six stories and basement or seventy-five feet, and a provision requiring side yards proportionate to the height of the building.

UNIONS ORGANIZING AGAINST DISEASE

MOBILIZATION of the trade unions to resist the invasions of disease is one of the latest moves for public defense. Dr. Louis I. Harris, head of the Division of Industrial Hygiene in the New York city Department of Health, met recently at the Labor Forum a large delegation of men and women representing various unions, and with them planned this cooperative effort to check occupational disease.

For some time Dr. Harris has been working with individual unions. With the assistance of the furriers' union he made a study of disease hazards in handling skins and furs. With Typographical Union No. 6, popularly known as "Big Six," he has arranged to have offi-



—Baltimore Evening Sun

THE CHILDREN'S HEALTH CRUSADE

THIRTY-FOUR states have plans already under way for baby week. The first week of May is the time agreed upon by the General Federation of Women's Clubs, but Nebraska, Massachusetts, California and Pennsylvania will observe it earlier to avoid possible risk of poliomyelitis. The importance of complete birth records has been chosen as their special study by Washington, Illinois, Iowa, New Hampshire and Ohio. Delaware will discuss the prevention of infant paralysis; North Dakota, the needs of children below school age; Kansas, which had last year the largest number of local celebrations, will emphasize birth registration, instructing mothers in infant care, the care of expectant mothers. The federal Children's Bureau at Washington has published a bulletin to assist committees in preparing for baby week. It refers to many agencies from which bulletins, list of exhibit material and other assistance may be had for the asking.

cially designated members report to him on unhealthful conditions in composing rooms. This is the beginning of a democratic system of self-inspection, and of the necessary education for it. It means, says Dr. Harris, that representatives from all laboring groups in the city act as a vigilance committee guarding sanitary standards; that they have opportunity to confer upon their needs directly with the official sanitary agencies of the city, and to have a personal share in disseminating among workers the needed information. More than seventy members have already been appointed by their unions to serve on a committee under the direction of the Division of Industrial Hygiene.

In addition to securing the point of view of practical tradesmen, prompt notice of conditions inimical to health, and widely diffusing advice on industrial disease and personal hygiene, this cooperative plan has a definitely economical value from the administrative angle. For employes' reports give frequently valuable information to the inspector and save his time and effort in investigations when he goes to check them up. If the delegates report conditions as satisfactory, there seems to be no need of inspecting that plant immediately. It is important to avoid wasting energy when a limited staff tries to oversee fully 50,000 work places in the city. The successful cooperation with "Big Six" promises a wider solution of the problem of health and sanitation in occupations.

SOME HAZARD OF CITY HOUSE CLEANING

STREET-CLEANING does not appear to be a particularly hazardous occupation, yet every year eight out of ten "white wings" are physically disabled from causes in their occupation, according to a recent study by Dr. S. I. Rainforth, chief physician of the Department of Street Cleaning of New York city, discussed by Dr. Creighton Barker as follows:

For \$2.50 a day 6,000 of these street-cleaners, mostly aliens, work ten hours and remove refuse and dirt from 1,500 miles of street. This is equivalent to a road sixty feet broad extending from New York to Kansas City. In a year there are nearly 813,000 cubic yards of "sweepings" collected. All days and every day this work must be done—on pasty asphalt under the scorching August sun, in driving rain, in sleet and snow. It is not remarkable that 80 per cent of them are disabled each year. Dr. Rainforth's figures show that there are 5,484 cases of disability each year, causing a loss of approximately 56,000 days.

The incidence of certain types of diseases is interesting to note. Accidents, including freezing and sunstroke, lead the list, causing 18 per cent of the dis-

abilities. Conditions resulting from improper and intemperate living, such as gout and chronic arthritis, alcoholism, diseases of liver, kidneys and digestive tract, cause 16 per cent. This gives a fair idea of the type of labor employed. Myalgia, neuralgia and neuritis, results of great physical exertion, are responsible for 14 per cent. Diseases resulting from exposure to cold and lowered vitality, such as pneumonia, bronchitis and influenza, but not including tuberculosis, cause 9 per cent of the cases of disability.

It might be supposed that the tuberculosis incidence would be high, considering the constant inhalation of street dust and the exposure to severe weather conditions. The fact is, however, that all forms of tuberculosis caused but 1.4 per cent of all disabilities.

A morbidity rate of 80 per cent is extremely high. To combat it the city of New York gives free medical attention to all employes and requires a complete physical examination once each year. In the Department of Street Cleaning seven physicians give their full time to this service. By this means, the average time lost per man compares favorably with the per capita loss of time because of illness in normal groups. The time lost by employes of the Department of Street Cleaning averages 7.8 days per man, a slightly higher percentage than that found by Frankel and Dublin in their North Carolina sickness survey. There white males (in all occupations) lost 7.6 days a year; Negroes, 7.4 days.

Certain preventive measures have been adopted also, to lower the personal hazard. Most unique among these is the practice of sweeping "against the traffic," that is, sweeping in the opposite direction to which the traffic is going. This simple measure has done much to lower the number of accidents caused by vehicles. First-aid kits are conveniently placed in all stables and docks; and the application of tincture of iodine to all wounds as soon as possible has perceptibly lessened the number of days lost because of infected wounds.

MAKING OVER ARKANSAS IN SIXTY DAYS

MANY constructive measures for social reform were passed by the Arkansas legislature during its sixty-day session ending March 8. An act that stimulated especial interest was that calling for a constitutional convention which will be held in Little Rock November 19.

For the first time Arkansas will have compulsory education, requiring all children from seven to fifteen, inclusive, to attend school. A compulsory attendance law was passed in the state several years ago, but the counties having a large Negro population were exempt, and

this left over half of the state without any such attendance law. Heretofore there have been no uniform textbooks, but they were changed indiscriminately, making a hardship, especially for those children who come from poor families. Now a commission is created which will make contracts for textbooks and arrange for their uniformity. The act also provides that school boards shall furnish books to children who are unable to buy them. Moreover, a commission composed of nine members appointed by the governor is to investigate means of eliminating illiteracy in this state.

The University of Arkansas and the normal schools have heretofore been in politics, since those interested in the university found it necessary to lobby at the state capitol in order that the legislature vote a sufficient appropriation. The new law will remove these educational institutions from politics by the levying of a tax of one-eighth mill to pay the interest on the common school bonds held by the state. Another educational measure passed will enable the state to secure federal aid for teaching vocational subjects in public schools.

The solid South has at last been broken into by the suffragists, the Arkansas legislature having passed an act permitting women to vote in the primary elections. Practically this gives almost full suffrage, for the primaries in Arkansas virtually determine the election. Another act permits women who pass the examination to practice law in the state courts and two additional acts removing disability of married women regarding property were passed.

A free state employment bureau was created to be operated in connection with the state labor commissioner's office.

Following the decision by the Supreme Court that the Webb-Kenyon bill is constitutional, Arkansas was the first state to pass the bone dry law prohibiting shipments of liquor into the state.

And there was also created a state general hospital to be located in Little Rock. For this purpose \$200,000 was appropriated, the money to come from the sale of state land adjoining the state school for deaf mutes. And most important is the creation of a school for the feeble-minded, the proceeds of the sale of one-fourth of the land above mentioned to be used for this purpose.

Another act provides for an industrial school for delinquent girls, and the removal of the state reform school for boys to another site on good tillable land where they can have outdoor employment. This is not adequate, but is an encouraging beginning. To study the charitable and penal institutions, public and private, and to act in an advisory capacity to those in charge of these institutions, there was appointed a State Charities Commission. Reports



CARING FOR WOUNDED HORSES IN FRANCE

The American Red Star Animal Relief has been organized with a corps of trained veterinarians and is to be equipped with all necessary supplies, field and base hospitals and ambulances to give first aid in the field to wounded horses and mules and to look after the health of animals bought by the government for field service. Similar organizations are connected with the Dutch and British armies. The picture shows British Red Star workers caring for wounded horses in France. Since the beginning of the war, this organization has spent half a million dollars, and it is recognized by the government as the principal agency for the conservation of army animals. The American Red Star is busy organizing a similar service, requiring the enlistment of two hundred veterinarians who must pass the examination of the surgeon-general for army veterinarians. It is expected that many officers of anti-cruelty societies will avail themselves of this opportunity to serve the country and that these societies themselves will be active in the collection of the necessary funds

are to be made to the governor and state legislature biennially.

Through the activities of the State Federation of Women's Clubs a mother's pension bill was passed authorizing each county to allow pensions to indigent widowed mothers with children under fourteen. Fifty-one counties were exempt from its provision, however, so the law applies to practically only one-third of the state. The wisdom of this law is questioned, since the county judges under the present law can and do give outdoor poor relief and the law itself does not qualify this relief. Therefore, even without the passage of this law, county judges can grant pensions if they choose, and since the law is not mandatory they are not obligated any more than formerly.

EQUAL SUFFRAGE FOR RUSSIA?

RUSSIA'S constitutional convention will be chosen by women as well as men voters and will establish equal suffrage as a fundamental principle of the new form of government, in the opinion of J. G. Ohsol, who was a member from the city of Riga in the second Duma. It was this Duma which set the high-water mark for radicalism in Russia and which

was dissolved on the ground that some of its members were plotting revolution.

Mr. Ohsol, who lives now in Washington, suggests that since women have borne a leading part in every revolutionary and educational movement in modern Russia, the workingmen's council and all other radical elements will insist that they be enfranchised at once. They have the example of full suffrage in Finland, and of long established participation by women in the counsels of the village communes, while the present war has brought them into industry and the professions quite as fully in Russia as in England.

Woman suffrage in the peasant communes, he explains, is on this basis: The head of the family speaks for it in communal meeting. If the men of the house be unable to take part, due to absence from home or from sickness, the woman goes to the meeting. She exercises the right to speak and vote exactly as though she were the man of the family. Again, when her husband is mentally her inferior, she accompanies him to the meeting and instructs him as to his vote. With this political custom in the peasant commune, Russia has welcomed her women into every political reform group. Indeed, a large part of the

revolutionary activity of the past decade has been financed by women, while girls have distributed much of the forbidden literature of discontent.

With "Babushka" Breskovsky—who has arrived in Moscow—there are coming from exile and from prison more than 150,000 political offenders, of whom thousands are women. To deny to these women, even temporarily, the right to vote on the future of Russia will not be tolerated by the masses.

Mr. Ohsol sees in the forthcoming convention three principal issues upon which the influence of the modern Russian woman will be powerfully exerted. These are the creation of a democratic republic rather than a constitutional monarchy; the separation, both political and financial, of the Orthodox Greek Church from the state, and the breaking up of the vast private holdings of land for distribution among the peasants. He cites the demands of the peasant revolutionist elements in 1903-7 as emphasizing the cry of the peasants for land. Throughout the present war the peasants have appealed for "bread and peace" in their demonstrations, but these were but expressions of immediate suffering; the peasants' land-hunger is the one great Russian problem, he says.

BOSTON'S TANGLED SCHOOL SYSTEM

FOR months Boston has been torn by an educational controversy involving some far-reaching questions of school control and of the relation of the educational function to democracy. The matter is now before the School Committee of Boston, a board elected by the people and therefore representing the people's interests in school affairs.

Two years ago the mayor requested the Finance Commission to investigate the school system. This commission appointed a survey committee with James H. Van Sickle, superintendent of schools of Springfield, Mass., at its head. The committee made a report dealing with various phases of educational policy and practice, and especially emphasizing the need for a reorganization of the central administrative system of the Boston schools.

This system consists of the superintendent; the board of superintendents, consisting of the superintendent and six assistant superintendents and in which the superintendent has no greater authority than any other member; the secretary; the business agent; and the schoolhouse custodian. Each of these is supreme in his or its respective department and accountable only to the School Committee. In addition there are several other independent units such as the janitor's trial board, the salary board, and the board of apportionment. The superintendent is only a member of the two latter boards and is not the guiding or supreme authority in any of them.

The gist of the report, concerning organization, is that this system should be so changed as to make the superintendent the chief executive officer, responsible to the School Committee for the entire administration of the schools in all their branches and departments. This recommendation is based on modern business practice and organization.

The board of superintendents has taken sharp issue with this conclusion and has printed a pamphlet setting forth its objections to the proposed change. The board thinks that the public school system is a far more complicated mechanism than an ordinary business concern and that there would be great danger, if the recommendations were adopted, that the superintendent of schools, who is to be made the sole administrator of the system, would tend more and more to become a business executive and less and less an educator.

The whole controversy has been brought to a head by the report of the Finance Commission to the mayor, which urges strongly the recommendations of the survey committee. This now puts the situation up to the School Committee, which is practically supreme in the whole field of public school finance and administration and is responsible

only to the electorate for the discharge of its duties.

Meanwhile citizens of Boston are engaged in animated and even acrimonious discussion of the matter. One of the interesting questions being asked is the possible effect upon the School Committee itself of the centralization of so much administrative power in the hands of the superintendent. In Boston the election of the School Committee has generally elicited much popular interest and has been the means of a good deal of education to the people on school problems. Each year some member of the committee has gone out to the electorate and thus a practical test has often been provided to determine whether the community believes the present policies of the committee are sound. This system serves also to give the people a sense of personal responsibility for the management of the schools that they might not otherwise get.

OLD AGE AND DEPENDENCY IN MASSACHUSETTS

MASSACHUSETTS, as a preliminary to her struggle with the problem of old age pensions, has been making a survey of numbers and cost. The State Bureau of Statistics has made an exhaustive canvass of all the available data relating to the number of persons 65 years of age and over, together with statistics of present outlays for the support of aged persons.

The director finds that of the 189,047 persons 65 years of age or over, 34,496 were dependent to some degree upon either public or private charity. The total amount of aid paid them in the year ending March 31, 1915, exclusive of federal pensions, but including all aid given by public correctional institutions, hospitals for the insane, state pauper institutions, overseers of the poor, state and military aid, soldiers' relief, and private charitable aid rendered by benevolent "homes" and other organizations and institutions, was \$3,233,949.

As a further classification, it was found that 26,403 of the total aided received some form of public relief, the aggregate of which was \$2,250,686. The average for each person in the total outlay, public and private, was \$93.75. The bureau also finds that 73.02 per cent of the persons covered by the inquiry received aid amounting to less than \$100 in each case, while only 2.77 per cent received aid amounting to \$300 or over.

Thirty-one per cent of the total population of Massachusetts is foreign-born. The report finds that of the 189,047 persons 65 years of age or over, 39.4 per cent were foreign-born; while of the 34,496 in that group who received aid last year, 52.2 per cent were foreign-born. But in spite of this proportion so greatly in excess of the proportion of the foreign-born in the general popula-

tion, it was further found that practically 95 per cent of the entire group of persons 65 years of age or over had been residents of Massachusetts for ten years or over, while there were figures to indicate that probably about 80 per cent of all the persons thus aged who received aid in 1915 had been residents of Massachusetts for 30 years or more. Two-thirds of all the aged dependent women were widows while something over one-third of all the aged male dependents were widowers.

In its interpretation of these facts the Massachusetts legislature must reckon with the further finding that the total disbursements for the relief of persons of all ages in the state in 1915 from public sources and from all private sources represented by the 805 incorporated charitable agencies was \$23,365,138.

Governor McCall in his last inaugural message said: "I am of opinion that an annuity should be paid by the state and its subordinate governments, without contribution, to its deserving citizens seventy or more years of age who do not have children able to support them nor an income more than \$200 a year, and who have been residents of the commonwealth at least ten years."

Hence the issue.

ON GUARD FOR THE RISING GENERATION

"WE must not forget the children." As America enters the war the National Child Labor Committee warns its members to oppose the breakdown of school and labor laws and cites the disastrous results of such relaxation in England and Germany.

Compulsory education laws must be enforced; school funds should not be cut down, says the committee. The usual local and national social agencies—settlements, recreation centers, health boards, juvenile protective associations, child welfare and child labor committees, and all other organizations which it has taken years to build—must not be destroyed. "The appropriation for the enforcement of the federal child labor law was not passed by the last Congress. This Congress must pass it," urges the pamphlet, "if, at this time, when children are more likely than ever to be exploited in industry, we are to be assured of the federal government's protection for working children."

"Those of us," says Owen R. Lovejoy, secretary, "who have dedicated ourselves to the protection of these defenseless ones must keep our heads clear and our motives unmixed, determining that whatever happens all other forms of treasure, all other forms of wealth, all other methods of defense shall be sacrificed before we compel the children of America to pass through the fire."

Book Reviews

WHY MEN FIGHT

By Bertrand Russell. Century Company. 272 pp. Price \$1.50; by mail of the SURVEY, \$1.60.

A Creed Forbidden



This is unquestionably one of the most outstanding books of the war. It is not complete in form or perfect in internal structure. It is the forerunner of the great revaluation of political concepts in the light of recent history which Bertrand Russell is the best qualified contemporary to undertake, rather

than that work itself. Yet we are thankful that the publication of these lectures has not been postponed, that the message which this great English philosopher was prevented by his government from delivering in person to America, has none the less reached us now, at a time when ideas are in the flux and serious men and women everywhere are anxious, as they have never been before, to learn the truth about the forces that make for war and the forces that make for world federation and progress.

With singular courage and utter disregard of his personal standing in the community and in the hierarchy of learning, Russell has set before the world a program which takes nothing for granted and lays bare the hidden sources of evil in our political, industrial and social organization, not omitting the educational system, formal religion, and the institution of marriage. To him it is the repression of healthy impulse, the restriction imposed upon spirit by the state as organized today, by the tyranny of accepted traditions, by property, by industrial despotism, which finds its outlet in the one form of unrestrained fervor sanctioned by society—militant patriotism, the mainspring of war. Summarized in one sentence, "It is not the weakening of impulse that is to be desired, but the direction of impulse towards life and growth rather than towards death and decay."

He desires freedom as a condition of growth in every relationship of life. He takes issue with every doctrine which would oppose the liberation of the soul, whether it be the erroneous commonplace that human nature cannot be changed or the exaggerated, because exclusive, love of country which excites false patriotic pride, jealousy, and warlike spirit. The power of the majority in a democracy and the power of public opinion may be exercised in such a way as to repress the most vital instincts and desires in the nation. There is no safeguard against oppression except in a deeply ingrained reverence for life. International aggression must persist so long as the desire for power is made subservient to the ends of individual, class, nation or race.

Patriotism is no safeguard. "A world full of patriots may be a world full of strife. The more intensely a nation believes in its patriotism the more fanatically indifferent it will become to the damage suffered by other nations. When once men have learned to subordinate their own good to the good of a larger whole, there can be no valid reason for stopping short of the human

race." It is the admixture of national pride that poisons patriotism "and makes it inferior, as a religion, to beliefs which aim at the salvation of all mankind." The author admits that it is natural to love one's country more than other countries, one's family more than the community. He preaches no loose cosmopolitanism or brotherhood of man based upon a sense of absolute equality in claims upon the devotion of the individual. Indeed, it is difficult, within a brief space, to do justice to the commonsense and sound recognition of biological laws which underlies Russell's fervent advocacy of a more liberal state and world policy. But as family affection does not preclude good citizenship, so patriotism must no longer be allowed to stand in the way of international good-will.

"It is sheer cant to speak of a contest of might against right and at the same time to hope for a victory of the right. If the contest is really between might and right, that means that right will be beaten." Thus, in this present European conflict, or in any dispute, it is idle to dream of a conservation of righteousness by the use of force. Indeed, it is only the educated men in any country, says Russell, who can desire war at ordinary times, since for the mass of humanity knowledge of the world is so circumscribed as to leave it entirely in the dark concerning the aspirations of other countries or the part which their own might play in the affairs of the world. But though there can be no desire for war in a democracy, there is the instinct for war, the instinct for power and triumph denied most men in their humdrum lives, the instinct for adventure without risk of social opprobrium, the instinct for destruction where there is no hope of enjoyment.

Thus, an analysis of the psychological causes of war brings us to a recognition of the social maladjustment which is at their root. So long as the worship of money and the desire for respectability based on property hold society together, so long must society be endangered by outbursts of war fever. Therefore, the task of constructive statesmanship must be directed to the equalization of opportunity, of security and of responsibility. The industrial system, especially, must be made to provide abundant occasion for the participation of all in the economic processes of society. This, the author contends, can best be brought about not by a Marxian state socialism, but by an extension and mutual complementation of voluntary cooperation and syndicalism.

But reorganization of the material relationships is only the outer aspect of the task which civilized humanity has to face. Far more important is the integration of society in mind and impulse which requires that the common purposes of men and women, whether conscious or not, shall both absorb and vitalize their creative activities. "The supreme principle, both in politics and in private life, should be to promote all that is creative, and so as to diminish the impulses and desires that center round possession." "Dominant impulses directed to objective ends" must take the place of the subjectivism which makes life fragmentary and isolated.

It may be that critics will find little that is new in Russell's philosophy and in his political program. The freshness of both is derived from a new emphasis, a realignment of ideas formulated, many of them, by others

and at other times. And more than this, to have said these things now, to have given fearless and eloquent utterance to ideas vaguely formulated and uncoordinated in other minds, has given to Bertrand Russell an intellectual leadership which will win him crowns both of laurel and of thorn.

BRUNO LASKER.

A LAYMAN'S HANDBOOK OF MEDICINE

By Richard C. Cabot, M. D. Houghton, Mifflin Co. 524 pp. Price \$2; by mail of the SURVEY, \$2.16.

For Social Workers



This is a book written for one class of laymen especially, the social workers, and doubtless it will receive from them the welcome it deserves. Social workers are obliged to know more about medical matters than does the ordinary layman, because so many problems they meet are in the last analysis medical problems.

Usually they recognize that fact, but they do not know where to turn for guidance. Most of the social workers I know who have sought such guidance have suffered many things of many physicians and been nothing bettered, for the usual medical man has the habit of *ex cathedra* statement, and clings to it even when speaking about those parts of the science which are still growing and changing; so that the intelligent layman is bewildered by pronouncements that vary radically from year to year and yet are always authoritative.

Dr. Cabot's book distinguishes between those things that are known and those that are believed, and when, as is often the case, he differs in his belief from other medical men he says so plainly. No book written for laymen can quite escape the danger of firmly fixing ideas that are still *sub judice*, and perhaps Dr. Cabot will be obliged to bring out revised editions of his book at short intervals to keep up with the development of medical knowledge. But as the book stands, the social worker may pin his faith to it with no fear of going astray on any important matter.

The arrangement of the book is logical and refreshingly simple; the space devoted to anatomy is quite sufficient, though only the absolute essentials are given; and there is no tiresome elaboration of facts that are known to any ordinarily intelligent person. Indeed, Dr. Cabot saves time and space very gratifyingly by assuming that his readers will have average knowledge and common sense, an assumption rarely made by the scientist when he speaks to the lay public.

The sections on heart disease, on diet, on the diseases of the nervous system, and on infectious diseases, will be especially valuable to social workers, clearing up many difficult problems in the practical handling of cases. In a book destined to be widely read by those we hate to hear called "uplifters," it is a good thing to find a clear statement about the unimportance of pure food as compared with nutritious food. For years we have been spending money and effort on a campaign against harmless adulterants, and only very slowly are we learning that food adulteration is an economic problem, not a health problem.

The chapter on diseases of the generative system has probably more points on which other physicians would take issue with Dr. Cabot than has any other. To me the section on industrial diseases is the least satisfactory and the subsection "industrial overstrain" the most unsatisfactory part of it, but probably that is because industrial disease

is my hobby and a hobby is a little like an only child—outsiders can hardly be expected to do it justice.

ALICE HAMILTON, M. D.

PRISON REFORM

By Corinne Bacon. The H. H. Wilson Company. 309 pp. Price, \$1; by mail of the SURVEY, \$1.12.

This handbook is brought out by the publishers of the *Reader's Guide to Periodical Literature*, and may be regarded as an extension of the section of that guide on prison reform without the limitations of date and space, and with the additional feature of actual reproduction of the articles referred to. There is no original contribution in the volume except a short article of general nature by Thomas M. Osborne. The bibliography is of the same general nature. The critical student will find nothing helpful in the volume. It may aid school debaters and people of leisure with a general interest in the ephemeral aspects of the problem. The selection of articles was evidently made with an eye to these latter groups.

PHILIP KLEIN.

READINGS IN SOCIAL PROBLEMS

By Albert Benedict Wolfe. Ginn and Company. 804 pp. Price, \$2.80; by mail of the SURVEY, \$3.00.

What Manly, Newcomer and Gayley have done for students in English literature, Professor Wolfe has done for his classes in economics and sociology in the University of Texas. For this book is a collection from various sources of material, illustrating not only the historical development of thinking on social problems, but also the various points of view represented by the thinkers. The entire collection is prefaced by an essay indicating the author's philosophy of his choice. Each group of readings also is introduced by a brief note upon the particular selections.

Professor Wolfe, as a sociologist, of course, sees population as the great question of all nations, complicated in the United States by the further questions of immigration and of race. He gives readings on the woman problem from the first declaration of "women's rights" down to the latest plea for birth control.

The book has an evident value in its professed field, but its value extends beyond this specific limit. Many a teacher of English composition, who has grappled with the task of finding a subject which shall stimulate clear thinking and vigorous expression, may turn with relief to himself and to his students from the tepid interest of *My Summer Vacation* and *A Glimpse of a Village Street* to some of the more real and important matters suggested in this book.

G. S.

HYMNS OF THE UNITED CHURCH

Edited by Charles Clayton Morrison and Herbert L. Willett. The Christian Century Press. Chicago. 501 pp. Price \$1.15, cloth; by mail of the SURVEY \$1.27.

The distinctively contemporaneous note struck by the book is the emphasis it lays upon "human service and brotherhood," "the nation," "peace among the nations" and "social aspiration and progress," classifications under which many hymns, old and new, may be put to larger use.

Democracy, justice and fellowship for those of all classes and races breathe through these brotherhood hymns. The eleven national hymns include the un-hymn-like *Star Spangled Banner* and are supplemented by seven peace hymns, the best of which is John Haynes Holmes' "God of the Nations Near and Far." The compilers credit the "invaluable pioneer work" of the SURVEY associates and Mabel Hay Barrows Mussey in collecting and publishing *Social Hymns* (A.

S. Barnes Company), and in suggesting "not only a department of social hymns, but a hymnal whose whole atmosphere we believe to be charged with the social idealism characteristic of the Christianity of our time."

G. T.



THE IDEAL PATRIOT

TO THE EDITOR: There are some words of Chesterton's, dashed off a dozen years ago in his *Daily News* column, that deserve to be inscribed in the memories of us all, whether in the ordinary every-day struggle against adverse popular opinion, or at those tragic moments in the national life of every land, when we have to see wrong triumphant, and our well-loved co-workers ranged on the other side. I should be glad if you would reprint them:

"The ideal patriot is he who sees the faults of his fatherland with an eye clearer than any eye of hatred, the eye of an irrational and irrevocable love."

ALICE HENRY.

Dorchester, Mass.

TO EDUCATORS

TO THE EDITOR: Is there any good reason for sex hygiene as a *separate* study for the young or indeed for anyone but a specialist? Years ago I saw a sexless manikin in a school. Now it seems to be that the manikins shall be all sex.

Hygiene has been shockingly neglected, and is an all-important study for children. They should know all functions of the body, but is it not more scientific and mentally wholesome to study the body as a whole? Ignorance of sex and preoccupation of sex could thus, it seems to me, best be avoided.

I ask this question desiring information from educators. It is, I believe, of the utmost importance in introducing a new study to put it exactly in the right place. Balance and the relative importance of subjects studied are surely to be considered as much as the actual knowledge acquired.

MARY McMURTRIE.

Philadelphia.

THE MILLS-COFFEY BILL

TO THE EDITOR: A highly gratifying indication of the steadily growing interest in health insurance in the United States is the number of pamphlets that are appearing criticizing details of the Mills bill, now before the New York legislature. This bill, as SURVEY readers will recall, provides medical care, a cash benefit equal to two-thirds of wages during twenty-six weeks of illness, and a funeral benefit of \$100.

Among the opposition pamphlets, perhaps the ablest is the statement on compulsory health insurance, prepared by the legislative committee of the Social Insurance Department of the National Civic Federation. In looking over this memorandum, the principal characteristic that is impressed upon the reader is the extremely negative attitude assumed. This seems to justify the query whether the chairman of the committee, Lee K. Frankel, still favors a comprehensive system of health insurance or has changed the opinion which he expressed as recently as November 10, 1915, when he stated before the National Association for the Study and Prevention of Infant Mortality that "the need for sickness insurance can no longer be denied. The next decade will probably see, in the United States, the development of a comprehensive system which will protect the

worker against the contingencies of sickness and invalidity due to sickness."

If these sentences still accurately describe the views of the chairman of this influential committee, may not the friends of the best possible health insurance law for New York hope that its critical memorandum on the Mills bill will be supplemented by aggressive efforts to secure the appointment of a state commission to investigate the whole subject on behalf of the wage-earners of the state? The assistance of the National Civic Federation and of the Metropolitan Life Insurance Company, which Dr. Frankel so ably represents, as well as of all other organizations and individuals who have at heart the betterment of labor and social conditions in the United States, would help greatly toward this desirable outcome. Readers of the SURVEY can hardly render a better public service than by writing at once to their representatives at Albany in support of the Mills-Coffey bill, which provides for the appointment of such a commission.

HENRY R. SEAGER.

[Chairman, Social Insurance Committee, American Association for Labor Legislation.]

New York.

A CALL FOR SPEAKERS

TO THE EDITOR: For some years I have been interested in the work for which your journal stands. I am heading a movement here for a great Chautauqua. We plan an assembly period in July, and I am writing to know whom you would suggest as worthwhile people to bring across the continent to our program. If you would give me a few suggestions or an indication of the particular skill and capacity of each individual, I would be greatly obliged to you. Most celebrated people come this way at some time and we are often able to bring them to a platform that affords them good opportunity, if only we know of their coming. So I am seeking to tie our office to outstanding characters throughout North America and the world.

We plan to build our Chautauqua so as to meet the next necessity of the different professions and callings in life as nearly as may be.

WILLIAM M. BELL.

[World's Social Progress Council.]
227 West 51 street, Los Angeles.

THE ADAMSON LAW

TO THE EDITOR: In your issue of March 3, Mr. Fitch expresses regret that the decision of the Supreme Court sustaining the constitutionality of the Adamson law "establishes no precedent that can be depended upon to justify legislation carefully and thoughtfully drafted for the purpose of destroying industrial evils or promoting social progress." This boils down to a lament that the court decided only the question before it.

The judges did not have before them a statute "carefully and thoughtfully drafted for the purpose of destroying industrial evils or promoting social progress." They had before them a statute hastily drafted in an emergency for the purpose of preventing a great public calamity. And that statute they upheld.

To regret that the decision did not settle broader questions than it did is to regret that the case before the court did not involve broader questions than it did. To call the decision "disappointing from the standpoint of social advance through legislation" is to ask the court to declare itself on questions which were not before it. The sounder criticism on the opinions in the case is that they contained too much that was irrelevant, not too little.

The opinion of the chief justice proceeds on the theory that in order to determine the precise nature of the question before the

court, account must be taken of the facts of the situation which prompted the statute. Mr. Fitch, it would seem, would have the court disregard those facts in determining the nature of the question before it. He places himself in the position of agreeing with the dissenting opinion of Justice Pitney as to the immateriality of the facts. The learned justice concedes that the Adamson law removed an obstruction to interstate commerce. But this, he says, though true in fact, is immaterial in law. The majority acted on the theory that what was true in fact was material in law.

It is not to be assumed that Mr. Fitch would have the court disregard the facts in deciding whether the statute was a proper exercise of legislative power. Yet he would have them disregard the facts in determining what was the question presented for decision. When so much depends on educating the judiciary to appreciate the relevancy of social facts in applying such broad language as "due process of law," it seems a pity to criticize a court for appreciating the relevancy of social facts in ascertaining the precise nature of the question presented for decision.

THOMAS REED POWELL.

New York.

TO THE EDITOR: Mr. Powell is a lawyer and I am not. If we disagree on points of law and judicial procedure, it is to be assumed therefore that he is right. Consequently it is with all due humility that I attempt to state what, from my layman's viewpoint, the situation seems to be.

The social facts underlying the Adamson law included more than the strike threat. They included the facts concerning hours and wages and social relationships. These underlying facts seem to me to have furnished the real reasons for passing the Adamson law. The court tacitly recognized them in upholding that part of the law dealing with hours. It dismissed that phase of the subject before it without discussion as having been completely settled in an earlier decision where the reasoning was based on considerations of human welfare. That is, it justified a regulation of hours because there is a relation between a limitation of the working day and the health and well-being of society.

But when, in considering the Adamson law, the court turned to the sections involving a wage regulation, it abandoned all consideration of the permanent underlying social facts and turned to the outstanding, temporary social phenomenon of a threat of interruption of interstate commerce. Thus the court took cognizance of only one fact out of the group of facts before it.

Mr. Powell would not deny the existence of the basic social facts back of the wage demand which led to the passage of the wage law. In holding that the court ought not to have considered them, he seems to me to commit the very sin that he lays at my door. While "true in fact" he regards them as "immaterial in law." I still feel that these facts were both true and material.

JOHN A. FITCH.

New York.

JOTTINGS

ASIA, the journal of the American Asiatic Association, published since 1898, is now coming out as a large, finely illustrated monthly magazine which aims at a closer binding of occident and orient by bringing

the interesting facts of every-day life across the Pacific, and by showing the important share which especially China and Japan play in our national life.

FOURTEEN social agencies of Syracuse, N. Y., have formed a committee to organize a social service federation, inspired by an address by Rabbi M. C. Currick, president of the Erie, Pa., federation.

RESOLUTIONS adopted at its recent Kansas City meeting put the Department of Superintendents of the National Education Association on record as disapproving military training in public schools. The resolutions were based on the report of a committee appointed a year ago. Two state commissions—in Massachusetts and New Jersey—have also condemned military training in the schools.

THE Districting Committee of the City Plan Commission of St. Louis has learned from its past experience and that of other cities that it is wise to secure suggestions before framing a law on the height of buildings and zoning regulations, rather than have to meet a storm of indignation afterward. It is accordingly circulating a schedule to secure the consensus of competent judgment as to what is practicable and desirable to prevent congested and erratic building in the future.

THE Texas Town and City Planning Association met recently at Sherman, where it had been organized two years ago by Dr. O. C. Ahlers, who realized that the smaller towns and cities of Texas shared the same problems of neglect and unregulated growth, and that reformers in all of them had to overcome the same apathy. The trouble of the smaller city is too frequently that its more influential citizens move away to some larger center to retire. The association endeavors to stimulate an active interest in the smaller cities and their needs. The principal speaker at the convention was George E. Kessler, whose audience of 200 delegates included many city officials from every part of Texas and from southern Oklahoma.

THE campaign against the cigarette in Kansas [the SURVEY, January 27] has resulted in the enactment of a law that not only makes it unlawful for anyone to "sell or give away cigarettes or cigarette papers or any disguise or subterfuge of either of these," but also to advertise them in any way in Kansas. It makes it unlawful to sell cigarettes, cigars, cigarette papers, tobacco or "any other such materials connected with the smoking of tobacco" to persons under twenty-one years of age. William A. McKeever, head of the department of child welfare of the state university, calls it "the most radical and sweeping measure of the kind ever passed by any legislature," and adds, "we are slowly but certainly developing a state-wide movement for the enforcement of this law."

BROADSIDES are the favorite weapon of the People's Campaign League, formed in New York city for the purpose of taking up on a national scale one issue after another in behalf of the people. At present the league is specializing in an attack on capital punishment. It has issued five broadsides, the first an announcement of its program, and the others open letters from Frederic C. Howe, commissioner of immigration at the port of New York, from Charles M. Lincoln, managing editor of the New York World, from Frederic L. Hoffman, statistician of the Prudential Insurance Company, and from Samuel Williams Cooper, member of the Pennsylvania bar. Grace Humiston, attorney, is president; Pierpont Grannis, vice-presi-

Classified Advertisements

Advertising rates are: Hotels and Resorts, Apartments, Tours and Travel, Real Estate, twenty cents per line.
"Want" advertisements under the various headings "Situations Wanted," "Help Wanted," etc., five cents each word or initial, including the address, for each insertion. Address Advertising Department, The Survey, 112 East 19 St., New York City.

SOCIAL WORKERS' EMPLOYMENT EXCHANGE: The Department for Social Workers of the Intercollegiate Bureau of Occupations registers men and women for positions in social and civic work, the qualifications for registration being a degree from an accredited college, a year's course in a professional school training for social or civic work, or experience which has given at least equivalent preparation. Needs of organizations seeking workers are given careful and prompt attention. EMELYN PECK, MANAGER, 130 East 22d St., New York City.

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MAN AND WIFE, thoroughly versed in modern institution methods, seek appointment as Superintendent and Matron of Orphanage located in country. Address 2493 SURVEY.

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Competent headworker wanted for social service department in a large New York hospital; organization includes twelve paid workers, undergraduate pupil nurses, district physicians, volunteer Auxiliary. Apply to Dr. S. S. GOLDWATER, 1 E. 100th St., N. Y. City.

WANTED—Man and wife with experience to organize and take charge of County Detention Home. Address Boys' Work Secretary, Y. M. C. A., Tampa, Florida.

WANTED experienced man for Superintendent Home for Crippled Children, CONNECTICUT CHILDREN'S AID SOCIETY, 60 Brown Thompson Building, Hartford, Conn.

THE POSITION OF GIRLS' WORKER in a large, well-equipped social settlement will be open June 15th. Must be mature and have had some experience in social work. Jewess preferred. Give full information in your application as to experience, salary expected, references, etc. Address 2496 SURVEY.

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By Prof. Charles Foster Kent, Ph. D., Litt D.

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dent; Mabel Coldin, secretary, and Spencer Miller, Jr., formerly assistant to Thomas Mott Osborne at Sing Sing, treasurer.

ANNOUNCING the selection of Alvin E. Dodd as its director, the Retail Research Association emphasizes the educational aspect of the work it plans to do. Mr. Dodd has for several years been secretary of the National Society for the Promotion of Industrial Education, which has taken a leading part in drafting legislation for vocational training in a number of states. The Retail Research Association is a combination of eighteen stores to study various problems relating to retail distribution. Some of the stores are William Filene's Sons Company, Boston; Joseph Horne Company, Pittsburgh; L. S. Ayres & Co., Indianapolis; L. Bamberger & Co., Newark; the Bon Marché, Seattle; D. H. Holmes Co., New Orleans, and others. The association hopes to make educational studies that will be of service both to the public schools and to private and corporation schools. Mr. Dodd will remain as a member of the board of directors of the national society.

PERSONAL AND PROFESSIONAL

ROGER N. BALDWIN, secretary of the St. Louis Civic League and an active worker in many social agencies, has joined the staff of the American Union Against Militarism, in New York City, as a volunteer.

J. W. MAGRUDER, secretary of the Baltimore Federated Charities, has been appointed an associate of Ernest P. Bicknell, director of civilian relief of the American Red Cross, with headquarters at Washington.

CHARLOTTE RUMBOLD, formerly of St. Louis, has joined the staff of the Cleveland Chamber of Commerce as an assistant secretary working with the committees on city planning, housing, sanitation and public recreation.

GEORGE H. CRAZE, a member of the staff of the National Housing Association for nearly five years, has been appointed assistant to the chief of the Bureau of Housing of the Pennsylvania State Department of Health at Harrisburg.

DAVID M. BRESSLER has resigned as general manager of the Industrial Removal Office, New York City, which he has held for sixteen years, to go into business. A testimonial dinner to his work in the distribution of Jewish immigrants is to be given on April 16.

E. M. BARROWS, who has had editorial charge of the *Bulletin* of the National Conference on Community Workers, has recently been made secretary of the National Committee on Films for Young People, which is affiliated with the National Board of Review on Motion Pictures. Seventy communities have applied for affiliation since January, and the committee is in correspondence with 250 others.

THE Board of Education of New York City has appointed to the new office of executive manager Leo Arnstein, formerly in the office of the president of Manhattan when George McAneny filled that position, and recently chairman of the board's finance committee. The position carries a salary of \$10,000 and

was created after considerable discussion of the waste and duplication in the school system and the need of business-like coordination among its parts.

RUDOLPH MATZ, of Chicago, whose accidental death costs the bar of that city and the cause of civic justice one of its sturdiest leaders, was the senior member in the firm of Matz, Fisher & Boyden, with which Walter L. Fisher, formerly secretary of the interior, has long been associated. For many years he bore the burden of the initiative, leadership and support of the Legal Aid Society of Chicago, which he served as president for the past seven years, and as its most active director through all its earlier years. At every annual conference of the National Alliance of Legal Aid Societies, Mr. Matz was foremost in its administrative councils and in its public discussions. He gave the last hard work of his life to framing and promoting the bill pending in the Illinois legislature to deal effectively with the loan-shark evil.

STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED BY THE ACT OF CONGRESS OF AUGUST 24, 1912, of the Survey, published weekly at New York, N. Y., for April 1, 1917.

State of New York, county of New York, ss. Before me, a notary public in and for the state and county aforesaid, personally appeared Arthur P. Kellogg, who, having been duly sworn according to law, deposes and says that he is the secretary of the Survey Associates, Inc., publishers of the SURVEY, and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily paper, the circulation), etc., of the aforesaid publication for the date shown in the above caption, required by the act of August 24, 1912, embodied in section 443, postal laws and regulations, printed on the reverse of this form, to wit:

1. That the names and addresses of the publisher, editor, managing editor, and business managers are: Publisher, Survey Associates, Inc., 112 East 19th St., New York city; editor, Paul U. Kellogg, 112 East 19th St., New York city; managing editor, Arthur P. Kellogg, 112 East 19th St., New York city; business managers, none.

2. That the owners are: (Give names and addresses of individual owners, or, if a corporation, give its name and the names and addresses of stockholders owning or holding 1 per cent or more of the total amount of stock.) Survey Associates, Inc., 112 East 19th St., New York city, a non-commercial corporation under the laws of the state of New York with over 1,000 members. It has no stocks or bonds. President, Robert W. de Forest, 30 Broad St., New York city; vice-president, John M. Glenn, 130 East 22nd St., New York city; treasurer, Frank Tucker, 346 Fourth Av., New York city; secretary, Arthur P. Kellogg, 112 East 19th St., New York city.

3. That the known bondholders, mortgagees, and other security holders owning or holding 1 per cent or more of total amount of bonds, mortgages, or other securities are: (If there are none, so state) None.

4. That the two paragraphs next above, giving the names of the owners, stockholders, and security holders, if any, contain not only the list of stockholders and security holders as they appear upon the books of the company but also, in cases where the stockholder or security holder appears upon the books of the company as trustee or in any other fiduciary relation, the name of the person or corporation for whom such trustee is acting, is given; also that the said two paragraphs contain statements embracing affiant's full knowledge and belief as to the circumstances and conditions under which stockholders and security holders who do not appear upon the books of the company as trustees, hold stock and securities in a capacity other than that of a bona fide owner; and this affiant has no reason to believe that any other person, association, or corporation has any interest direct or indirect in the said stocks, bonds, or other securities than as so stated by him.

5. That the average number of copies of each issue of this publication sold or distributed, through the mails or otherwise, to paid subscribers during the six months preceding the date shown above is — (This information is required from daily publications only.) [Signed] Arthur P. Kellogg, Sec'y.

Sworn to and subscribed before me this second day of April, 1917, James P. Heaton. Form 3526, Ed. 1916. Notary public, Kings County, certificates filed in New York County, New York County Clerk No. 366, New York County Register No. 8291. My commission expires March 30, 1918.

Note. This statement must be made in duplicate and both copies delivered by the publisher to the postmaster, who shall send one copy to the Third Assistant Postmaster General (Division of Classification), Washington, D. C., and retain the other in the files of the post office. The publisher must publish a copy of this statement in the second issue printed next after its filing.

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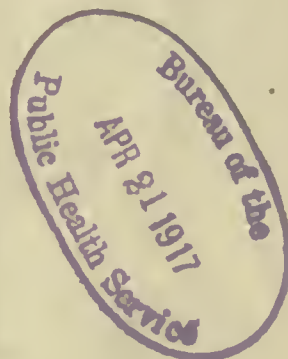
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CONTENTS for APRIL 21, 1917

VOLUME XXXVIII, No. 3

CONTRIBUTED ARTICLES

Output and Hours - - - - -	HENRIETTA R. WALTER	51
The Task of Civilian War Relief. I. - - - - -		53
To Simon N. Patten, a Poem - - - - -	GUY NEARING	55
A Canadian City in War Time. V.—Recruiting and the Man-Power Inventory - - - - -	PAUL U. KELLOGG	56
The New Public Health. III. - - - - -		
	ALICE HAMILTON, M.D., AND GERTRUDE SEYMOUR	59
"Turning Off the Spigot." A Reply to Mrs. Tilton - - - - -	HUGH F. FOX	62
Breweries vs. Bakeries. A Rejoinder to Mr. Fox - - - - -	ELIZABETH TILTON	65

INDUSTRY

Output of Munitions Factories Increased by Shortening Hours.....	51
Industrial Upheaval in War Time..	53
Inventory of Man-Power in Canada	56
Shortage of Farm Labor.....	67
Women and Children for Plowboys.	67
Civilian Work for Conscientious Objectors	70
Dismissal of the Case against John Lawson, Leader of the Colorado Miners	72

HEALTH

Fatigue and Industrial Poisons from Long Hours in Munitions Plants..	51
Child-Birth, Sickness, Nursing, Medical Care of Soldiers' Families.....	53
Boards of Health, Their Officers and Powers	59
Alcohol and Disease.....	62, 65
Uncle Sam Now Quarantine Officer at Every Port.....	72
How the Audience Takes the Health Campaign in China.....	73

CIVICS

Better Housing for English Munition Workers	51
Recreation Must Not Be Sacrificed to War	53
Organization of Health Boards, Elected Officers Preferred over Appointed Officers	59
Enforcement of Prohibition Laws....	62, 65
Food Control the Pressing Need....	67

LIVELIHOOD

To Maintain Standards of Living the Task of Civilian War Relief.....	53
Food Values Wasted in Alcohol.....	62
Relief Work Pledged by the Churches	70

CRIME

Intemperance, Immorality and Delinquency of Soldiers' Families....	53
Murders and Drunkenness in Wet and Dry States.....	62, 65
End of the Murder Cases from the Colorado Coal Strike.....	72

EDUCATION

Schooling and Discipline of Soldiers' Children	53
Special Training for Health Officers	59
Professor Patten to be Retired from Pennsylvania.....	55
Schoolboys for Farm Helpers.....	67
Where Jails are Better Than Schools	66
Illinois' University Plan for Increasing Food Approved by Sir Horace Plunkett	69
Scott Nearing's Resignation from Toledo Not Accepted.....	72

INTERNATIONAL

Unfavorable Experience with Long Working Days and Weeks in England	51
Canadian Care for Families of Soldiers Overseas	53
Recruiting and Man-Power Inventory in Canada	56
Prohibition and Temperance Reform Abroad	62, 65
School and Child Labor Laws Broken Down by War in England.....	68
Sir Horace Plunkett on the Illinois Food Plan	69
Chinese Women at a Health Meeting	73
Five Books from England on the War, Its Causes and Results.....	73

The GIST of IT

WAR comes to us with almost three years' experience to draw on from abroad; not only military experience, but social—in industry, health, civics, education, crime, relief. We needn't bungle unless we insist on it.

ENGLAND, for instance, has been all through the gigantic blunder of trying to make munitions in feverish haste. Muscles and nerves break down almost as easily as powder explodes. The British have increased their output by cutting out seven-day work and overtime. Page 51.

CHARITY workers know from long practice how to put into effect Baden-Powell's statement that the true victory will come in the conservation of children. Civilian relief at its task of maintaining the standard of living among soldiers' families. Page 53.

BY MEANS of a man-power inventory and an occupational survey, the National Service Board is bringing into Canadian recruiting some of the system with which an insurance company goes after prospects. It is laying the groundwork for organizing the human resources of the country for production during the war and reconstruction afterward. Not conscription, but selective volunteering is the Canadian plan. Page 56.

HEALTH needs of country and city are increased rather than changed by war. Health may be bought, we have been told. First payments should be for an officer trained for public health service, a board with police powers, the vision and vim to apply scientific truth unflinchingly. Page 59.

SPEAKING officially for the brewers, Mr. Fox challenges Mrs. Tilton's prohibition facts and figures and outlines their own program of reform. They would have a federal commission study the subject and they propose that saloons shall serve both food and drink, to women and children as well as men. Page 62.

WE'VE come to a choice between food and drink—the waste of grain in making alcohol must be stopped at once, replies Mrs. Tilton. Prohibition must be enacted as part of our preparedness. The brewers can help. Page 65.

AT THE HEART of the food problem, discussed by everyone from the President to the least of us, are three demands: abundant production, just and economical distribution, wise conservation. Mr. Hoover must sift the myriad suggestions made. Right now the pressing need is for farm laborers. Sir Horace Plunkett, the distinguished Irish agriculturist, heartily endorses the plan of Dean Davenport, of the University of Illinois, for "civil-military service" under the farmers who own the land and hold the key to the whole situation. Pages 67-69.

CONSCIENTIOUS objectors to the number of some hundreds of thousands—mostly Quakers and their kin—propose a "farm labor league" which will both ease consciences and grow food. Page 70.

WHAT the church has to offer the nation set forth by the Federal Council of Churches. Page 70.

SCOTT NEARING'S resignation for "the good of the university" has been declined by the trustees of Toledo. Page 72. But the Pennsylvania trustees, who fired Nearing, are retiring Dr. Patten promptly on his sixty-fifth birthday. Page 55.

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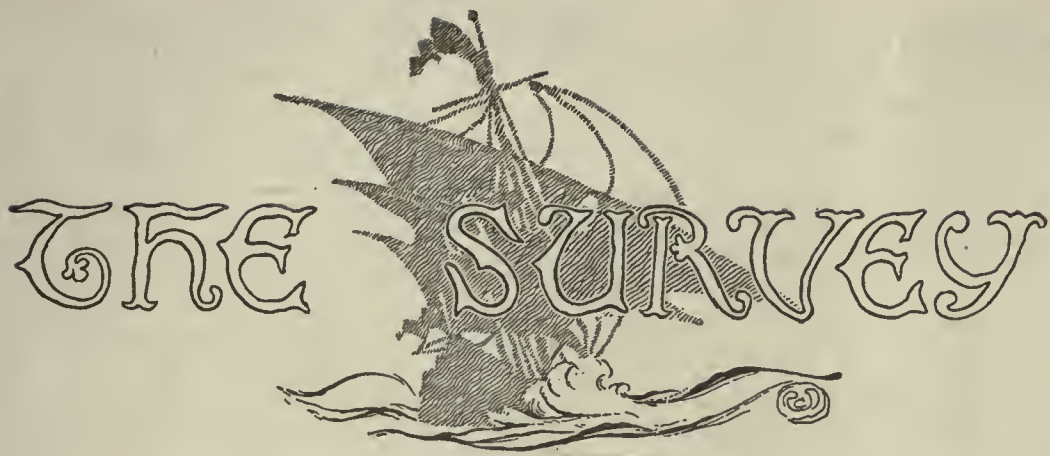
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Output and Hours

A Summary of the English Experience¹

By *Henriette R. Walter*

DIVISION OF INDUSTRIAL STUDIES, RUSSELL SAGE FOUNDATION

WITH the shadow of war upon the nation, demands are growing more and more pressing on every side for more guns, more shells, more armor plate, more ships, more workers to man our plants, and turn out the great quantities of supplies which are needed by the Allies and by the large army we are to raise. In this acute demand, however, there is a very real danger that we who are profiting by so much of the experience of the nations already at war, may disregard one lesson which England, in particular, has learned at a great cost of time and strength.

Already we hear of steps being taken to break down the safeguards raised by years of effort for the protection and welfare of industrial workers. Even before the actual declaration of war the eight-hour day had been suspended by order of the President for workers on government naval contracts; the New York State Federation of Labor, in a burst of patriotic fervor, had declared in favor of relaxing laws which restrict hours of work; and a bill, later withdrawn, had been introduced into the New York legislature which waived all restriction of hours and night work and day-of-rest for women and children over sixteen in factories making supplies for the army or navy. A bill giving power to the State Industrial Commission to suspend or modify provisions of the labor law in "times of national crisis" has now been proposed in New York. Resolutions are being passed and pressure is being brought to bear on various state legislatures to relax the limitations of their labor laws. The Council of National Defense is urging that governors be vested with authority to suspend or modify legal restrictions at the recommendation of the council. The same emotional disregard of experience which swept over England in the opening year of the war appears to have this country in its grasp. To throw aside in a moment the accumulated knowledge of basic principles of industrial efficiency would be folly in the face of England's industrial history since August, 1914.

Beyond doubt the production of all the necessaries of war will have to be pushed now and pushed to the utmost. The important question, however, is how this speeding-up can be most effectively accomplished. Shall it be by relaxing labor laws, letting workers toil twelve or fourteen hours a day, permitting a seven-day week and night work for women and children, and endangering the labor force of the nation through failure to maintain proper safeguards against fatigue, industrial disease and accident? British experience answers emphatically in the negative.

England began, as we seem likely to begin,² sacrificing all standards in industry in an effort to secure an adequate supply of munitions. Excessive overtime prevailed; seven-day work became the rule; night work for women as well as men was revived after nearly a century of disuse; thousands of emergency orders were issued, relaxing restrictions; many employers assuming labor laws to be in abeyance disregarded all limitations without even securing permits.

For nearly a year conditions were allowed to be thus demoralized, with the result that the supply of munitions lagged dangerously behind the tremendous demand. Workers were exhausted by overwork, and despite their patriotic enthusiasm could not put forth their best efforts. Almost inevitably evidences of industrial unrest appeared. Then attention turned to the effecting of strong governmental control and organization of the production of munitions, which, during the first months of the war, had been left largely to unorganized private initiative. Privately owned munition plants were placed under government control; employers' profits limited; trade unions persuaded to abandon their most cherished rights and rules; and campaigns for recruiting new workers pushed. A Ministry of Munitions came into being with the formation of the coalition cabinet in May, 1915.

But even these measures did not achieve a sufficient output of munitions.

With control centralized in a responsible authority came a realization of the reckless waste of human strength that had been permitted. The science and experience which in time of peace had built up laws for the welfare of workers were

¹ A full summary of the English reports may be found in a pamphlet just issued by the Division of Industrial Studies of the Russell Sage Foundation, 130 East 22 street, New York city (No. IS-6, price 20 cents).

recalled, and a Committee on the Health of Munition Workers was appointed in September, 1915, by Lloyd George, then minister of munitions, with Sir George Newman as chairman. This committee was created not with any idea of sentimentalizing over the hardships of the workers, but for the very practical purpose of finding out how maximum output could be secured and maintained over a long period. After more than a year of war, it was realized that the reserve supply of labor was too small to risk the exhaustion of the existing force.

All Work Makes Jack—Unproductive

THE question of the relation of output to working hours was then the primary problem for the committee to solve. The first studies which it made were of a general character based on visits to factories and talks with managers and workers. It found that the more enlightened and observant employers were by that time detecting evidences of industrial fatigue and in some cases voluntarily curtailing the hours of work. But, for the most part, seven-day work, excessive overtime and night work had been universally adopted, and the vitality and efficiency of the labor force had been allowed to reach a low ebb. Many workers who in ordinary times would have stayed away from work because of illness, now from a desire to "do their bit," stuck to their jobs, and thus a permanent undermining of health was resulting. Many others from sheer exhaustion and fatigue were forced to be absent from work at frequent intervals, and a large amount of "broken time," as a consequence decreased output. During the overlong working hours it was found that there was slackening in the rate of production, sometimes conscious, as when a crew nurses its strength over a long course, sometimes unconscious as an automatic measure for self-protection.

The most immediate need, in the opinion of the committee, was for the restoration of a weekly day of rest. It was absolutely essential that the workers have some opportunity to recuperate from the accumulated fatigue of a 70 or 80-hour week. Moreover, many employers were beginning to see that a seven-day week was false economy. One large firm found that when, after running its plant seven days a week over a considerable period, the Sunday holiday was restored, without any change in the daily schedule, the men worked a greater number of hours in the six days than they had in seven, because of a consequent falling off in the amount of "broken time." As a result of the committee's investigation and the support which the Ministry of Munitions has given to its findings, Sunday work has now been almost entirely abolished except for occasional repair work. In some plants crews of "week-end workers" have been recruited from the leisure class to release the regular workers for rest and yet keep the factories running.

The next plea of the committee was directed toward a reduction in overtime. That men and women could not work twelve to fifteen hours a day for weeks and months on end and maintain output seemed self-evident. But not content with general inquiries into the effect of these hours on productive capacity it instituted intensive scientific studies of the exact relation between the volume of production and the period of work. The output of groups of workers, both men and women, engaged in light work and in heavy work was followed over periods of from four to six months, during which several changes in working hours were put into effect. For example, a reduction from 68.2 to 59.7 in the average weekly hours worked by a group of 100 women engaged in the heavy work of turning fuse bodies resulted in a 23 per cent increase in hourly output and an actual rise of 8 per cent in total weekly output. Further decrease in hours to 56 a week and

even less showed not only an equally large product but also a decided improvement in regularity of attendance by the women. This case is typical of the findings of the investigators.

These results, which point to increased output in shorter hours, were substantiated by detailed studies of fatigue undertaken for the Home Office by Prof. A. F. Stanley Kent. He found that the total daily output may be actually diminished by introducing overtime, because increased fatigue affects the production not only of the actual overtime period but of the regular working hours as well. An absolute increase of over 5 per cent was effected in the output of one group of workers by reducing their working day from 12 to 10 hours. Studies of both individual and group output proved that the interests of production are best served when industrial standards are maintained.

As a further result of the studies of the Health of Munition Workers Committee, the necessity was brought out for adapting hours of labor to the age and sex of the workers and the nature of the process to be performed. In line with this principle the committee gave certain maximum hours for different types of work and workers beyond which output cannot be increased, but was emphatic in declaring that even these were war maxima, involving too great a strain for any but the strongest to bear. For men on very heavy work, the maximum hours should be no more than 56, for men on moderately heavy work 60, for men on light work 70, for women on heavy work 56, and on light work about 60. Not only should there be such adaptation of hours to groups of workers, but the reaction of individuals to their hours and other conditions of work should be carefully watched.

To reduce the amount of overtime worked in munition plants and yet meet emergency demands, the committee advocates wherever possible the institution of double or triple shifts, for even night work with all its evils is considered more desirable than excessive hours of work. It is urged, however, that women be employed at night only in the most extreme cases of shortage of male labor. When this necessity does arise, women should not be allowed to work more than eight hours and adequate rest periods should be provided. Night work for children under sixteen should be absolutely prohibited. Eight-hour shifts are of course recommended for men as well as women, though because of the scarcity of male labor they are more difficult to arrange. The introduction of short rest pauses in the long spells of work were also found to be an effective method of maintaining or even speeding up the rate of production.

Trade Sickness and Accidents

NOT only have the immediate effects of excessive hours on output been studied by the committee, but also their more lasting results on the efficiency of workers in lowered resistance to industrial disease and other illness and the greater risk of accident. In munitions manufacture, workers are exposed to a formidable array of industrial poisons, ranging from the commonly known lead to the newly discovered "dope" used in varnishing wings of aeroplanes and the highly poisonous and explosive "T.N.T." The lowered vitality of the workers due to overtime, night work and seven-day labor has made them doubly susceptible to the industrial diseases caused by these poisons, and the committee has urged careful precautions and, especially, periodic medical examination.

An increase in both sickness-rate and accident-rate in munition plants has also accompanied the demoralized industrial conditions. The accident rate in one large plant, which was 100 per thousand employed under normal conditions before

the war, for a corresponding period in 1915, rose to 292 per thousand on the day shift and 508 per thousand on the night shift. Similar increases in the sickness-rate were noted.

Other matters which came within the committee's scrutiny and which were held to be important for conserving the efficiency of the workers, were ventilation, lighting, washing facilities and sanitary factory environment; the provision of industrial canteens where workers might get the nourishing food necessary to sustain them; improvement of housing and transit facilities; and the appointment of welfare supervisors to give special attention to women and children in relation to whose increased employment special problems had arisen.

Practically all the important recommendations of the Health of Munitions Workers' Committee have received some degree of support from administrative authorities. Canteens have

been established in all government factories and in most "controlled" plants; a special Welfare Department, under B. S. Rowntree, has been established in the Ministry of Munitions to stimulate the development of welfare work; improvements in housing conditions have been accomplished; and, more important than any of these, seven-day work has disappeared from both "controlled" and government factories, while the eight-hour day has been established for women in all state-owned plants, and overtime has everywhere been decreased.

This is a remarkable record of achievement for little more than a year of work. England can well be proud that in a time when the most judicious lose their sense of proportion, she has had the ability, in spite of blunders, to regain her balance and see the truth of the homely adage that haste makes waste. We in America will do well not to forget it.

The Task of Civilian War Relief

This is the first of a series of articles based upon a course of lectures upon civilian relief now being delivered in New York with the sanction of the American Red Cross by Porter R. Lee of the staff of the New York School of Philanthropy. These lectures are supplementing three full days of field work a week which the class of more than one hundred persons is doing under the supervision of several of the social agencies of the city. Those who are enrolled in this course have volunteered for service with the Civilian Relief Department of the Red Cross. The articles are being written by Karl de Schweinitz, secretary of the Committee on Cooperation and District Work, New York Charity Organization Society.

"WHEN do you think the war will end?"

This, the most frequent question of current history, Sir Baden-Powell answers in the first annual report of the Canadian Patriotic Fund.

"The war will be decided in 1935.

"The true victory," he explains, "will lie not so much in the actual tactical gains on the battlefield today as in the quality of the men who have to carry on the work of the country after the war. War kills off the best of a nation's manhood; therefore, extra care must be exercised to save every child—not for its own sake or for its parents' sake, but for the sake of the nation. It has got to be saved—saved from infant mortality, then from ill health, and finally from drifting into being waste human material. We must economize our human material. Each individual must be made (1) healthy and strong, (2) endowed with character, for becoming a valuable citizen for the state."

The problem of Canada and of all the other nations at war has now become our problem. Like Canada, we must fight this war in terms of the next generation. From this point of view all our plans and policies must be directed, and particularly those plans and policies that have to do with civilian relief.

No matter how carefully the recruiting of a large army and navy is conducted, it is almost certain to cause a large number of families to suffer economic and social distress unless some preventive measures are taken. Men old enough to enlist are also of an age when whether married or single they are usually contributing to the income and domestic life of the household. The homes from which they have gone will be the less able to meet a rising cost of living, a change in conditions of employment, and other vicissitudes of war times. Even now the New York Civilian Relief Committee of the Red Cross is giving assistance to a number of families.

Later there will return from the front men disabled beyond all hope of ever becoming self-supporting, for whom some provision will have to be made, and men handicapped by

wounds from engaging in former occupations, who will have to be adapted to other work. It is not inconceivable that disasters may occur in this country which will add non-combatant victims to the list of military casualties.

Superficially the answer to all these problems is an allowance from the government. But government allowances have not solved the problem in Canada or in any other of the warring countries.

To consider an allowance as the solution of the difficulty is to regard the enlisting man merely as a source of income when, in fact, he is also a brother or a father or a son. The absence of the head of the family is the absence of one of the most important members of the household firm, often indeed the senior partner. He it is who has arranged for the insurance and general overhead expenditures of the household. In all of the important questions—the location of the home, the amount to be paid for rent, the extent of the children's schooling and their place of work—he has shared the responsibility for decision. As the children grow older, his part in the discipline of the home increases.

Regard the family merely as an economic unit and the absence of the father is the absence of an administrator; recognize also the educational importance of the family and there is taken away a teacher, and a guide in the development of character. In addition to the loss here, there is one that is more subtle, and perhaps even more vital—the loss of companionship. "It is not merely the work I have to do," said a woman whose husband had died, "it is not merely that I have to be responsible alone for the care of the children, but there is nobody who comes home at night."

In many homes the absence of a son or a brother who may have been the head of the family involves a hardship second only to that of the absence of the husband. Any deprivation of advice and sympathy is a heavy handicap to a household, even in times of peace. During war such a loss may be so serious as to threaten the normal development of the family life.

Who has not felt the unsettling effect of war times? There is a tension and an excitement that make concentration upon daily routine difficult. Magazine editors, for example, have found that people will not sit down to the reading of long or serious articles except they be on war topics. The demand for brevity and interest has never been so great as now. Similarly in work at home or in the factory it is more difficult than before to be steady.

Meanwhile the cost of living rises. The need for judgment and care in adjusting the budget is greater than before. It may become necessary for the women in the household to add to even the most liberal allowance by securing employment. On the other hand, they may be called into industry to replace men who have gone to the front. Amusements that before were within their means must be given up, and yet a certain amount of recreation must be had lest the life of the family move sluggishly.

The growing scarcity of certain foodstuffs will for many homes necessitate a change of diet. Substitutes that are cheaper, much as we dislike the idea of the substitute, will have to be introduced—and nothing requires more delicate adjustment than a new dietary, especially among families whose range of food has always been limited. If potatoes and onions have been the only garden products used in the household, it is much more difficult to give them up and to use something else than if they have been merely two of a dozen varieties of vegetable.

Perhaps war's greatest characteristic is change. Nothing remains stationary. Government, thought, customs are revolutionized. Industry does not escape the universal upheaval, and the home and its workers must be prepared to adapt themselves to new conditions of employment. A job that three months ago may have appeared to offer a life tenure may three months hence cease to exist.

Add to all these uncertainties the misfortunes of everyday life—sickness, death, domestic troubles—and the problem of making up the deficit in family life, caused by the enlistment of a soldier, becomes far too difficult to solve simply by the award of a separation allowance.

Upsets in Canadian Families

THE implications of this problem have been appreciated in Canada as the work of the Patriotic Fund shows. Recent issues of the SURVEY have described how more than seven hundred volunteer visitors in Montreal alone have been engaged in assisting families to meet difficulties beyond the power of

an allowance to remove. In one year in the households under their care there were 604 births, 347 deaths, 99 serious accidents, 404 cases of intemperance, 246 instances of immorality, 20 of bigamy, 182 of desertion, 93 of fraud, 2,566 families in which there were debts that proved to be a serious burden, 579 cases of illiteracy, 1,622 cases of chronic disease, and 1,008 cases of acute illness. When you consider how the arrival of a baby in a home disarranges the whole household or how, when one member falls ill, the responsibilities of every other member are increased, you begin to realize the great service which the Canadian volunteers have been called upon to perform.

Some German Experience

LIKEWISE in Germany has the mere award of an allowance proved to be inadequate. The German Red Cross has corps of women workers who care for the health of babies which do not thrive and who see that mothers have the services of milk stations, hospitals, day nurseries. The means of obtaining an education has been guaranteed to the younger boys in the families with men at the front. Guardianship has been arranged for those who have been orphaned, and sanatorium care has been made possible for tuberculous children or those who have been exposed to the disease.

There is no way of registering in statistical form the help in the solution of domestic problems, the advice, the sympathy and the companionship which the visitors of the Red Cross in the warring countries have given to the families of the men at the front. It has been a work much like that which the American Red Cross has done in catastrophes such as the San Francisco earthquake or the sinking of the Titanic.

The story of what was accomplished for the family of a man who was drowned in the great steamship disaster illustrates what is meant when the need of personal service in relief work is urged and also what may indeed be the kind of situation to develop in the course of civilian relief work during the present war.

This man had been employed as an oil operator by an English company. He was returning to his home in Canada after an absence of two years. The committee of the Red Cross learned quickly by correspondence that he was survived by a wife who was twenty-nine years old and by three daughters. The eldest, a girl of thirteen, was crippled with hip disease; the second was a delicate child who was suspected of having tuberculosis of the larynx; and the third had recently been attacked by poliomyelitis, which had paralyzed one of her ankles. The need of the family was so evident that a check for \$250 was sent to them at once.

The Red Cross, however, realized that nothing of a constructive or permanent character could be accomplished by letter. Accordingly, one of the workers of the committee was sent to visit the family. She found that the reason why correspondence had been so unsatisfactory was because the wife did not know how to write. She was only a child when she was married and had never had much schooling. She was an attractive young woman and so intelligent that the visitor soon recognized that, given an opportunity, she would be able to do much for her children and for herself.

Her own inclination and the circumstance of the invalidism of her daughters made nursing seem to be an appropriate career. She was, therefore, sent to a sanatorium to take training as a nurse. The Red Cross visitor found that the widow had many friends and a number of relatives who, though without means, were willing to look after the children while their mother was away. The best medical attention available was secured for the three girls. Their ill health had kept them

REQUIRED READING FOR THE COURSE

The Normal Life, by Edward T. Devine, \$1.00.

The Good Neighbor, by Mary E. Riehm, 60 cents, cloth; 80 cents, leather; 4 cents postage.

Social Work in Hospitals, by Ida M. Cannon, \$1.50.

San Francisco Relief Survey, Parts 1, 2, 5, and 6, \$3.50.

Social Work with Families and Individuals, by Porter R. Lee, 5 cents.

The Family, a pamphlet containing two addresses, one by Prof. James Hayden Tufts and the other by the Rev. Samuel M. Crothers, 25 cents. These two addresses appear also in the proceedings of the National Conference of Charities and Correction for 1915.

The SURVEY of March 17, 24 and 31, containing articles by Paul U. Kellogg, describing the work of the Canadian Patriotic Fund in Montreal. One of these issues is out of stock. A reprint of the three may be had with a new subscription to the SURVEY, to be sent to the subscriber or anyone he may elect; copies are not for sale.

back in school so that it would be a long time before they could help to support the family. The mother, with her training as a practical nurse, would be able to earn from eight to ten dollars a week and still have time to give to her daughters. The husband's life insurance was \$1,300. To this the Red Cross added money enough to bring the total to \$5,000, which they placed in the hands of local trustees, who agreed to disburse it to the widow in quarterly payments of \$125. During the ten years or more that these payments continue, the children will have time to prepare for some occupation adapted to their physical handicaps.

Had the Red Cross simply sent the woman a lump sum or a monthly check she would doubtless have remained unlettered and unskilled. The health of the children would probably have deteriorated, and, when the pension ceased, they would have been obliged to depend upon the charity of their neighbors. The death of the father would have resulted in a lower standard of living for the family.

There, indeed, is the real object of civilian relief, not merely to offset the loss of income that the absence of the head of the family involves, but to make possible the same standard of living that during his presence was in force. More than this, when the standard of living is low it is the duty and the opportunity of the civilian relief visitor to raise the standard.

The problem of civilian relief is a problem in safeguarding

the normal interests of those families whose lives have become disorganized by the exigencies of war. Sometimes the family itself, assisted by pension or grant from a relief fund, is infinitely better able to accomplish this than any outsider, however much skill and delicacy such an outsider may bring to bear. More often the loss of the husband and father leaves a home with problems that are too great for the strength and resourcefulness of the mother. In such cases we owe it to those who have made the war's greatest sacrifice to bring to them the fullest measure of personal, sympathetic, skillful helpfulness. This is a task which can be performed only by those who appreciate the subtle values of family life and know how to assist in their conservation by methods which neither humiliate nor weaken, but which rather lead to wider opportunity and healthier, richer life.

The test of the success of any system of civilian relief in war time is not the number and the amount of the allowances awarded, but the health, the happiness, the comfort and the character of the families cared for—and particularly of the children in those families. The quality of the next generation will be the measure of our victory in the war upon which we have entered. "Women and non-combatant men," to quote Sir Baden-Powell again, "have here as big a national work open to them behind the scenes as the men have who are playing their part so gallantly on the stage in Flanders and elsewhere."

TO SIMON N. PATTEN

By Guy Nearing

Simon N. Patten, who for thirty years has been professor of political economy at the University of Pennsylvania, has been notified by the trustees that he will be retired for age at the end of the present college year.

UPON a sacred altar reared to Truth
 You kept the consecrated fire ablaze,
 Which year by year, with unpolluted rays,
 Burned as a beacon to your country's youth.
 But Greed and Envy scattered without ruth
 The brands, and cast them out by devious ways—
 Now hurl you forth in your declining days,
 The mightiest brand of all—for speaking sooth.

The desecrated altar empty lies.
 Yet while they revel in that infamy,
 Let Greed and Envy lift their treacherous eyes;
 The hundred conflagrations let them see,
 Which from the embers of your fire arise.
 For their own hands have given you victory.



CLASSIFICATION STAFF

*Statistical Branch, Canadian National Service Board, Ottawa.
To the left: Charles W. Peterson, secretary.
To the right: Richard B. Bennett, M.P., director-general.*

A Canadian City in War Time¹

V. Recruiting and the Man-Power Inventory

By Paul U. Kellogg

IT may seem like stretching the city limits of even the largest city of Canada to include a description of the National Service Board as an installment in this series. But it is in the urban centers that occupations become complex, the social composition is ever changing and human resources are difficult to appraise. To appraise them for industrial community and agricultural region alike has been the commission of this board. Moreover, a parliamentary hearing brought its president and secretary to Montreal during my stay there.

At first sight, also, it may seem like stretching the scope of this series to include a parenthetical installment having some bearing on the recruiting problem before Congress this month. But Canada has paid dearly for failing to think of that very thing in broader than the most conventional military terms, in the early months of the war. It has come to see, for example, that recruiting should be a consecutive government function rather than a disjointed semi-private affair. Much energy, devotion and sacrifice, together with some less desirable qualities, have gone in to the endeavor by which groups of men, out of their own time and means, have gotten together units—while other units have been built up in succession without provision for consecutively replenishing the earlier ones. "Wide open" cities have proved to be poor training grounds for the winter barracks of battalions in the making, and there has been an extravagant amount of venereal disease filling the military hospitals. Further, in the first rush for enlistment, the working crews of vital industrial occupations of the sort that appeal to adventurous men were rifled by the more adventurous appeal of war; while groups of young engineering students, stimulated by short-sighted academic leaders, were mustered in as privates, only to be later and at much pains shifted to other assignments where their training would count.

More particularly, the eagerness to fill up commands, coupled with the inexpertness of local physicians, led to the

uniforming, training and even overseas transport of many unfit men, who have had to be weeded out and their places filled. As brought out in an earlier article, from 50 to 60 per cent of the invalided soldiers in the tuberculosis sanatoria have never left the country and a considerable proportion of these were incipient cases before they were mustered in. In the hospitals for shock cases and neurasthenics, many indications go to show that the patients were abnormal before going on the strength—unfitted to bear the extreme nervous strain of modern warfare.

All recruits are now "boarded" (come before an experienced medical board), and if the Canadian experience goes to show anything it is that not only much time and lost motion is to be saved from a military standpoint, but that a great deal of the heavy burden of invalidism may be forestalled if experts in tuberculosis and mental hygiene cooperate with the general medical staff in dealing with the physical end of the recruiting problem.

The story is told of the ingenuous superintendent of one small tuberculosis hospital who claimed such success in his "cures" that thirty-five invalided men had re-enlisted and had actually passed the examining physicians a second time. By the time word of this process reached Ottawa, some of these consumptives were already drifting back again to the hospitals from the camps.

It is another series of social relationships of the recruiting problem that the Canadian National Service Board has taken up. Conceiving that the prime responsibility of government in war time is to utilize the energy of the country up to the hilt, it sets a corollary: namely, to prevent the indiscriminate use of the man-power of the country for one purpose only, in such a way as to defeat or impair that purpose.

The National Service Board was created in September, 1916, by order in council under the war-measures act. It is composed of a director-general and a director in each military district in Canada. The former is Richard Bedford Bennett, M. P., from Calgary—a law partner of Senator Loug-

¹ The SURVEY for March 17, March 24; March 31, April 7.

heed, chairman of that other active war-time civilian body, the Military Hospitals Commission. The secretary is C. W. Peterson, also of Calgary, known for his statistical work in agriculture in the Northwest territory. The work is still very much in process. I had no opportunity to investigate it and have no comparative knowledge of similar activities abroad or in the United States to measure it by. What is here set down is the results of an interview with the two officials named, both men of means who as volunteers addressed themselves to the work with characteristic western push.

To their mind the war-time employment of Canadian man-power simmers down to the efficient utilization of each man's powers; and for this the male population resolves itself into three major types—the fighting man, the working man and the paying man.

The fighting man is the man for the army, the navy, the air service; for every branch of the military establishment from the man in the trenches to the clerk and the administrative officer directing operations; and no less the skilled artisan employed in the upkeep of the appliances used by the fighting man.

Mr. Bennett was in France in 1915 and made a study of military needs. "The experience at the front all goes to show," he says, "that men from eighteen to thirty are the best type to stand up under the strain upon infantry in modern warfare. From thirty to thirty-five there is a marked increase in wastage by disease and breakdown and corresponding loss in efficiency. From thirty-five to forty the increase is 100 per cent. The human system is so constituted that it is best adapted to resist the strain of trench fighting at the younger period. Unless the fighting men are fed and kept in prime condition, we might better never send them across the seas.

"This brings us to the working-man and his part. First the farmer—the producer of meat, wheat, fish and the whole range of provisions. It is essential for military success that a man best qualified to be a farmer serve his country that way. Second is the war-material maker; the worker in the steel industry in any of its branches, the coal industry, copper, spelter and the rest. Third comes the working-man retained for the public service of the state, whether it be in transportation, telegraph, telephone and other means for communication, the government departments or the financial institutions on which depend the maintenance and smooth running of a modern nation at war.

"Last comes the paying man. As we put it, 'Some may fight and some may work but all may serve.' This category includes those unable to fight, those whose work is not necessary to the running of the war, or bound up in the essential industries, but whose earnings or means are such that they can pay, pay, pay. That is where the Patriotic Fund and Red Cross come in. The rich province makes good the resources of the poor, which may actually send more men to the front. But the fact that all are bearing their share of the load makes for a sense of justice and common cause. The appeal and response of the Patriotic Fund creates a sentiment in the heart-life of the country; essential to war in a democracy where neither instinct nor compulsion, but patriotism by choice, is to be relied upon as the prime motive force for national coherence and devotion. Another element in this phase of mustering and conserving the national strength is the promotion of economy and thrift, especially the encouragement of war savings to be put into the war loan, the creation of an atmosphere in every home, so that every child can feel it is doing its part and so that the rank and file of people can feel that they are partners in the great enterprise of the country."

Its first responsibility as the National Service Board saw it was to discover deficiency or surplus in the human resources of Canada for each of these purposes. This, they felt, could be shown by a man-power inventory addressed to all citizens and an occupational survey which would draw on employers and organizations.


The man-power inventory was the first attempted; and the first week of the new year (1917) was selected for its taking. Incidentally, it proved one of the most ambitious and thought-provoking efforts to turn the postal service to new social uses. As a self-registering census in double quick time, it called for the utilization of existing government machinery for the collection of returns, for a blank "with questions so simple that the lowest intelligence could answer them without misunderstanding, questions so formed as to admit of no ambiguous answers," and for a campaign of agitation to get the blanks filled in. The plan called for returns from all males between sixteen and sixty-five and a self-addressed envelope was attached to each blank, so that the return would be secret so far as the local post-office was concerned. Packages were sent out in advance to each postmaster, with wall notices and instructions from the postmaster general to place a card in each box, and hand one to every person inquiring for mail. In the cities the extra Christmas carriers were kept on beyond New Year's, and cards not only left at each house on every route, but later called for, and special trips made if necessary to bring in the returns.

The publicity campaign was purposely concentrated into a short period, just before action was required of the public. Four advertisements were placed in every daily paper in Canada in the last two weeks of December, two in the weeklies and one in the monthlies. Editors were appealed to to exploit the local and national aspects of the work in their news columns at the same time. Slides were supplied every moving picture theater and cards placed in every street car in Canada from December 10 to January 10. Over twenty special forms were drafted and 150,000 individually addressed letters went out to leaders and organizations.

Clergymen were asked to devote the last Sunday in the year to preaching a sermon on national service and responsibility; secretaries of fraternal societies, lodges, etc., were asked to bring the matter up at their first meetings; secretaries of boards of trade to circularize their members and to call special meetings; teachers to address their pupils; manufacturers to see that public notices were conspicuously displayed in their factories and to make it a personal matter to see that every employe filled in and returned his card.

THIS CARD MUST BE FILLED IN AND PROMPTLY RETURNED BY ALL MALES BETWEEN THE AGES OF 16 AND 65 INCLUSIVE

NATIONAL SERVICE.


CANADA.

1. What is your full name?	2. How old are you?
3. Where do you live? Province	5. In what country were you born?
4. Name of city, town, village or Post Office } Street	6. In what country was your father born?
Number	7. In what country was your mother born?
10. How much time have you lost in last 12 months from sickness?	8. Were you born a British subject?
11. Have you full use of your arms?	9. If not, are you naturalized?
12. Of your legs?	15. Which are you—married, single or a widower?
13. Of your sight?	16. How many persons besides yourself do you support?
14. Of your hearing?	
17. What are you working at for a living?	
18. Whom do you work for?	
19. Have you a trade or profession?	20. If so, what?
21. Are you working now?	22. If not, why?
23. Would you be willing to change your present work for other necessary work at the same pay during the war?	
24. Are you willing, if your railway fare is paid, to leave where you now live, and go to some other place in Canada to do such work?	

INSTRUCTIONS FOR FILLING IN THIS CARD ARE ON THE OTHER SIDE. IT ASKS 24 QUESTIONS. COUNT YOUR ANSWERS.

SELF-REGISTERING CARD

Used in the Man-Power Inventory of the Canadian National Service Board

For every mayor in Canada was asked to call a meeting of the council, and get the municipal authorities to actively interest themselves in the work. The prime minister and the director of national service toured the country in December and a proclamation to the people of Canada was issued by the former.

The Returns

"THE response," to quote Mr. Bennett, "was beyond expectations. Franking privileges were accorded the national service so that the returns involved no extra outlay. The ordinary Canadian census costs from \$750,000 to \$1,000,000. This cost less than \$50,000, and we promptly secured within 10 per cent of what the census gets in the same age and sex classifications. The census developed rapidly three classes of military prospects: 1, men from eighteen to thirty without dependents; 2, men from thirty to forty-five without dependents; 3, men from eighteen to forty-five without more than three dependents. By March the board had turned into the military department 20,000 cards of military prospects of the first class.

"The board has power to prevent men from enlisting who are needed in occupations where they have skill—for example, send them back to the farm. England had to return four divisions of shipbuilders and coal-miners, who enlisted in the first wasteful period of recruiting. A nation should not let the wild cry for soldiers from a thousand sources stampede irreplaceable men needed at home to make those soldiers effective. It takes six months to make a soldier; it takes six years to make a tool setter, two years to make a coal cutter, long apprenticeship and training to make an engineer or machinist. Nothing is more ruinous than the cry for wholesale indiscriminate volunteering."

"Do you favor compulsion then?" I asked.

"Indiscriminate compulsory service is only less bad than indiscriminate volunteering," he said, "and compulsion is not needed if you apply modern census and efficiency methods to the process of selection. With a thousand first-class prospects in a district to work with, the process of recruiting can proceed on an entirely different plane from the old-style five-and-drum method. The atmosphere is entirely changed. The recruiting officer goes to the young man, without dependents, without any special equipment to serve his country at home, with strength and youth in his favor. He asks, 'Why are you not in khaki?'"

As these Canadian Service Board men saw it, the old-fashioned way of opening a recruiting office was about as antiquated as a town crier. The modern way is more in common with the system by which a high-class insurance agency develops its prospects in any locality and an efficiency engineer deploys his human equipment once he has studied its make-up and individual prowess.

To illustrate, along military lines: Recently the British government wanted 3,000 men for the royal flying corps—acetylene welders, blacksmiths, carpenters, coppersmiths, motor cyclists, motor drivers, electricians, engine fitters, motor cycle fitters, engineers' storemen, motor fitters, millwrights, sailmakers (tailors), milling machinists, metal turners, painters, tinsmiths, cabinet makers, vulcanizers, cooks—at pay ranging from \$1.10 to \$2.80 per day. It was an easy matter for the National Service Board to run through its cards and turn over to the military department 12,000 excellent prospects of men with the right training.

Similarly, in the industrial field, there was a slowing up of traffic due to lack of men to clean up locomotives in the roundhouses. It was a simple matter to put more than ample

prospects in the hands of the employment agents of the Canadian railways.

In the field of agriculture, the man-power inventory made it abundantly clear that there was a shortage of labor with exception of Prince Edward Island. Manitoba needed 5,000 men, Saskatchewan 5,000 and Alberta 2,500. The thing to do, as the Canadian board saw it (Washington papers please copy!), was to induce 12,500 agricultural laborers to come from the United States to help in the spring work on the farms. An arrangement was completed with the provincial governments of the prairie sections by which over \$150,000 would jointly be appropriated by the dominion and the provinces, to send forty-four special agents south in cooperation with the immigration branch of the Department of the Interior. The plan called for the absorption of a portion of the railway fare of experienced farm hands from certain common points in the United States to the Canadian line where the cent-a-mile rate applies.

In March, the second or occupational survey was initiated, schedules sent out to employers, and the cooperation of all boards of trade and industrial bodies solicited. The immediate purpose was to learn the labor needs of the essential industries, so as to make the labor resources disclosed by the man-power inventory practically available. The survey reaches deeper, however, so as to disclose opportunities for substitution in the general industries, where women or partially crippled soldiers might release present employes for the essential industries or for military service.

The survey reaches further also, and calls for estimates of employment needs following the war, so that the government will have a clear picture of the stupendous problem of displacement which will confront the dominion, and may develop an intelligent and nation-wide program to ease the stress when the expeditionary force and the shutting down of munitions work will put the whole social and economic structure of Canada to extraordinary test.

Scientific Selective Volunteering

THIS then is the system which the dominion is developing under its National Service Board to approach the problem of demobilization, and which in the view of the officials of the board would have conserved time, resources and efficiency in the earlier period of recruiting, such as the United States is now entering. From a social standpoint, this Canadian demonstration can scarcely be ignored by the American public. It is the answer of the great English-speaking new-world democracy to the north of us to the challenge of war. Its elements are the voluntary principle as against old-world conscription; pay standards related to the current economic life of the people—far in excess of the European armies, double that of our own, supplemented by subsistence allowances which release great numbers of young married men for military service; and, with the institution of the National Service Board, census and efficiency methods in developing and placing recruits for the army and the essential industries. It is scientific, selective volunteering. It has conserved the liberty of conscience to the individual; and in spite of the provocation of under-enlistment among the French-Canadians, it has stubbornly refused to yield ground to any system of conscription which would place in the hands of the government the power of casting armies of citizens into war without their volition. And it has mustered 400,000 volunteers—the equivalent, roughly, of a free-will army of four million from the population of the United States.

The New Public Health

III

By *Alice Hamilton, M. D., and Gertrude Seymour*

WAR makes sanitation a common cause. Commanders and people alike see it imperative that no epidemic enter the troops—the commander, that his forces be not diminished; the people, that infection be not spread through the land. How keen is the effort to guard an army's health, any manual of military sanitation will show. What need there is for careful attention on a people's part in order that sickness shall not follow the returned army from regions where exposure is inevitable, was told in the abstract of Dr. Rucker's essay in the *SURVEY* for March 10. And there are indications that the present enlistment will prove to be a new allignment of social resources in health work. Needs already existing for health measures alike in rural districts and in city crowds will not be lessened. New responsibilities will face both official and voluntary worker. It is a time when each may serve the other, and both the health of the country.

Because, then, the war crisis has increased rather than diminished the importance of "tomorrow's public health" the following article, written more than a month ago, is published now with but little change. Its plea for the best organization, for unhampered administration, for the extension of health work throughout the country, takes on a new significance—the sudden seriousness that tinges all activity today.

From Sickness Back Towards Health

IN THE United States, as everywhere else in the world, the usual reason for official sanitary activity has been the presence of some serious epidemic. The "state board" of Louisiana in 1855 had to do with such conditions, and rendered quarantine service only during an outbreak of yellow fever. To Massachusetts belongs credit for organizing the first state department of health, though even here it took nineteen years for public opinion to crystalize. It was in 1850 that the sanitary commission, headed by Samuel Shattuck, advised a permanent organization to safeguard public health; it was 1869 before a permanent board was established. California followed in 1870.

Today every state in the union has some sort of an organization whose very title, "state board of health," commits it to a program the minimum of which was outlined in the preceding article of this series [the *SURVEY*, January 20]. Sometimes the organized board was self-perpetuating. Often it was regarded as a part of the state's machinery, to be oiled and kept in some sort of working order by the political party in power. This was a convenient arrangement. It saved a good deal of thought and responsibility for the voter; it added one more considerable benefice to the gift of the governor. From the people's standpoint, "let the state do it" was a *modus operandi* that kept things comfortably abstract and remote. The state health officer might be appealed to in an emergency—such as an outbreak of plague; otherwise he would keep the streets as clean as he could, fumigate a house now and then and perhaps write a bulletin, more or less dull; but no constructive relationship existed between state and local officers—much less between state officers and the people. The change from this kind of administration, in which the appointed practitioner

gave to state health work such time as he could spare from the task of earning his own living, to the modern method of employment by an advisory board of a specially trained official on a full-time basis, directing a corps of division experts, has been sure, even though slow.

The subject of health administration is no longer shunned as a bit of party politics; it is discussed to good purpose as a vital issue at medical meetings and conventions; in groups primarily civic, such as leagues of mayors; in voluntary study groups—all quite in addition to professional discussions of technical detail.

It is a growing conviction among all thoughtful groups that the health officer should have a public health training. What this implies has already been discussed in this series of articles [the *SURVEY*, November 18, 1916]. This country is adopting rapidly of late years what has for more than half a century been the practice in England, where the medical officer of health is to be "registered as a holder of a diploma in sanitary science, public health or state medicine."

Moreover, the health officer should be a full-time official. Of the fourteen states that a year or so ago had only part-time officers, nine (so far as can be ascertained) are requesting of their legislatures such appropriations as shall assure the full-time service of the state health officer.

Yet another desideratum is that the health officer should be entirely free of politics. On this basis the federal Public Health Service is established, and it is the rule in many states. But elsewhere, in the words of Dr. C. V. Chapin, "the health officers go with the change of administration. Indeed, sometimes they hand in their resignation automatically when election comes." The effect upon an official's work of knowing that his public service is only for a brief season, and that then he will return again to the ranks of private practice, is easy to discern.

Where the health officer comes from is of small significance—whether appointed or elected, whether a resident of the state or not, whether his political opinions harmonize with those of the administration, contrast with them, or are invisible to the unaided eye. But it is of great and immediate significance that he know his subject; that he be able to perceive the state's needs and its resources and develop those resources skilfully or import assistance to meet the needs.

Health Officers Elected

It is estimated that success in securing the best type of officer more surely follows election by the board than appointment by the governor. Election is the method in thirty states; in fifteen states the governor appoints, sometimes with Senate or council, sometimes after recommendation from the board. Says Dr. Chapin on this point:

"Although the present gubernatorial appointments made in New York and Massachusetts, necessarily in the full light of publicity, are exceptionally good, there is little in the history of health conditions in the states named to encourage a belief that improvement in the character of the state's sanitary executive can best be secured by appointment by the governor."

As to the board itself, as part of the state's machinery, its

members are very generally appointed by the governor for terms of service lasting from two to seven years.

In personnel the boards vary widely. Physicians, naturally, predominate. Sometimes the state superintendent of education and other state officers are, ex-officio, members of the board. Records show a sprinkling of veterinarians, journalists, business men, among the members, and—rarely—an experienced philanthropist. In one bulletin last year it was said that membership in the board included clergymen, merchants and undertakers, and it was respectfully suggested that the governor consider for the next vacancy a physician. But, whatever its representation, however impeccable its intentions, a large group never accomplishes so much as an executive can; and consequently, even before there was a special training for the work, boards often selected one of their members or someone from outside who could and would give time to its practical executive duties. The weak point in that plan proved to be that members of the board had to take the initiative in suggesting policies, and as a result the executive's time and the public's money were sometimes used for projects representing less the weal of the state than the interest of an individual.

Tendencies in Reorganized Boards

IMPORTANT steps in reorganization have recently been taken in several states and are under consideration in others. Massachusetts and New York now have a commissioner appointed for a long term (five and six years) and a "public health council" upon whom are conferred wide legislative powers. Indiana is earnestly endeavoring to secure legislation insuring a better health law. Says Dr. Hurty:

"Three fatal defects exist in the present law: (1) Health officers are doctors giving what time they choose to public health work. (2) Health officers are practicing doctors in competition with their brother doctors, and, therefore, cannot secure their cooperation. Without this cooperation present health officers are only partially successful. (3) Health officers are, with exception, uninformed and untrained in disease-prevention work. Their education and training is in the line of the pound of cure and not in the line of the ounce of prevention. Hence they are not efficient and economical to the state.

"The present law is like an old, wheezy, back-number locomotive, which can run a little and pull a light load. Think of a railroad company trying to do business at this time with such a machine."

The reorganization just effected in Illinois [see the SURVEY, March 10] will relieve the secretary of the health department of the unnecessary burden which has attached to his office for a quarter of a century. Overseeing the registration of physicians, practitioners of all kinds, and embalmers is said to have claimed heretofore fully 75 per cent of his time.

It is regrettable that so thorough a reorganization, as this in Illinois, should be marred by a bit of provincialism, such as restricting the choice of a state health officer to physicians who have practiced for five years in the state. Residence has not proved a necessary or always a valuable qualification for this position.

Meantime, Dr. Hill's warning should not be forgotten:

"The head of the administration should be unhampered by any 'board of strategy.' The chiefs of his own divisions, picked properly, to begin with, should form his best council, and he should seldom need other. Political exigencies should control him no more than they control the military officer in the face of the enemy. The board of health of today is often a mere anachronism, built up when there were no ex-

perts with the hope that, all being blind, combining one with another would manufacture sight between them.

"Now that men really versed in public health can be secured, nothing is gained by placing a merely official board in actual control, for if composed, as many boards may now be, of experts, they tend to take the place of a single executive; while if composed, as they usually are in practice, of inexpert laymen or, worse, physicians inexpert in public health but who are, nevertheless, under the supposed halo of a medical degree, they do more harm than good."

The vital matter, however, in any scheme or organization is the provision for a centralizing and distributing system—a means of bringing all parts of the state into line with principles of hygiene and sanitation—no small task, whether in the thickly settled areas of eastern states or the wide stretches of Montana or Wyoming. Toward this end the principle of health or sanitary districts is being widely followed. At this time four states have such divisions. California is considering the plan this year.

By this plan the state is divided for supervision into sections each large enough to demand all the time and attention of a health officer. These sections may correspond to township or county divisions; or they may include two or more of these political boundaries. This arbitrary districting is flexible, of course, and districts may be easily reassigned if one proves to demand more time than another, or else consolidated as work progresses and a "pooling" of funds and force would seem to be of greater benefit to the whole area.

Perhaps the greatest importance of these country or district units is their possible relation to the rural sanitary problem. This thesis was convincingly developed not long ago by Louis I. Dublin, of the Metropolitan Life Insurance Company. Speaking before the public health section of the American Medical Association convention, Mr. Dublin said:

"The key to the solution of the problem of rural hygiene lies in the development of efficient county health organizations in the United States. In most states the chief unit of local government is the county. There are 2,953 counties in the United States. The typical county is about 600 square miles in area, with a population of about 20,000. Five-sixths of these counties are rural in character; fully 10 per cent have no incorporated places, and about half contain towns with less than 2,500 people. The American county, however, has not as yet been aroused to the fact that it has distinct health functions to perform, and it is the only government unit that can properly and efficiently perform such functions."

In spite of preconceived ideas as to the healthfulness of the country, Dr. Dublin continues, typically rural sections suffer a higher death rate from tuberculosis than cities in the registration area. The typhoid rate is also decidedly higher.

In Spite of "Country Air"

FACTS and figures prove that ventilation in the country is sadly neglected. Respiratory diseases, those that depend largely on fresh air for both their prevention and their cure (among which may be mentioned tuberculosis, grippe, bronchitis and colds), as well as adenoids and defects of the nose and throat, are more prevalent in country than in town. Medical school inspection shows that country children are from .34 to 14.2 per cent more unhealthy than city children, even than children of the slums. Overcrowding is said to be another unexpected, uncalled-for condition often met in the country. Investigations have shown that four, five and six people sleeping in one room, which probably had only one window or perhaps two, with neither one open, was not an uncommon occurrence.

Perhaps overcrowding is occasioned in various places, as

well as New York state, by a curious enterprise reported by the New York State Department of Health—tenement houses on farms in the state “conducted by immigrants with a keen eye for financial gains at the expense of their own race” throughout the school vacation season.

The victims pay their rent “for the season” before seeing the rooms. If dissatisfied, they may leave—but leave their money; there are other tenants. Notes made on the premises by one of the supervising nurses of the health department tell of one such place containing nine beds in seven rooms; it housed seven families, twelve adults and seven children; one child was dead from poliomyelitis, another ill; filth in yard from kitchen waste and a privy. In another of these summer resorts eighteen bedrooms held forty-three adults and sixty children, and three cases of poliomyelitis.

Some of these places are said to be within 500 feet of railway stations, past which many summer tourists travel or at which they stop. Small wonder, then, that infection spreads even among people who believe they have taken every precaution to avoid “carriers.”

It is a heavy burden that falls upon the country child. But among children is the most promising future for health work. Their interest in being told about these things and in being treated is illustrated in a recent report by Elizabeth Hanson, school nurse at Mitchell, S. D. One little boy of seven, seeing the other children going to the dispensary to have their teeth cared for, asked the teacher, “May I go to the penitentiary, too, and have my teeth filled?”

One other fact is a strong plea for rural health work. More women die in this country annually from causes incident to childbirth, yet known to be preventable or curable, than from any other one cause except tuberculosis. This is the core of the report made by Dr. Grace L. Meigs, of the Children's Bureau, just published under the title *Maternal Mortality*. The remedy for such suffering and loss of life as are now found in rural counties Dr. Meigs believes to be, first, a unit of nursing, centering at the county seat, with nurses especially equipped for obstetrical service. The establishment of such a service, says Dr. Meigs, would undoubtedly be the most economical first step in creating a network of agencies which would assure proper care for both normal and abnormal cases.

As has already been said [SURVEY, January 20], in only four state boards of health is there at present a definite division of child hygiene. In only two states, it has been said recently, is there provision by law for the employment of county nursing service, though if the efforts of the women's clubs in North Dakota are successful, a third state will be added to the list and will have at least one visiting nurse in each county.

It would not seem that further illustration is needed of the peculiarly important opportunity at this time open for health service in rural districts of the country, nor of the advantageous position which a health officer holds in a “sanitary district,” both to coordinate the various local departments and to extend health service beyond what is, strictly speaking, their jurisdiction. It means men and money; but these are usually forthcoming as soon as there is an appreciation of the conditions.

State or Local Support?

TURN for a moment to the practical matter of cost: In some places the district officers are paid by the state; elsewhere the work is supported by the district itself. This method, though slower, is held to be more democratic and ultimately surer; for it rests upon the intelligent cooperation of the people

affected by this sanitary administration. Dr. Hurty goes as far as to say:

“Each county should appoint its own county health commissioner; his salary should be a living one graded by the number of people he serves; his duties and powers should be clearly defined; a proper health appropriation should be provided in each county; he should keep full and accurate records of his work and he should be subordinate to the state board of health and be subject to dismissal for such reasons as the law may set forth.”

Typical State Board Problems

WHAT is to be done in such a case as the following? A sanitary engineer of the Alabama State Board of Health included the following statements in his report for 1915:

“Twenty-three separate places were visited, some more than once. Ten of the twenty-three followed the recommendations made, and, according to information received, the results have been entirely satisfactory. Three places ignored our recommendations entirely, hence the time spent in making the necessary investigations in order to be in position to submit plans for relief was entirely thrown away. Such occurrences suggest very forcibly that larger mandatory powers be conferred on the state board of health.

“From ten places we have no information of what steps, if any, were taken.”

Again: An outbreak of typhoid recently reported in Utah was traced promptly to a polluted water supply. The comment on this fact is laconic but instructive:

“For several years the state board of health has issued warnings to the residents of the county and has called attention to the necessity for protecting the water supply.”

Now it may be that when the county has paid its doctors and its undertakers, it will install an adequate purification plant. But why should it be the limit of a board's authority to “warn” and to “call attention”? It would seem that health laws might be a trifle mandatory at times. If people will not act upon advice to keep themselves, their children, their school and all the activities of their community in health, there should be lodged with the department of health the necessary police power to enforce the law and so protect the adjoining communities from paying the penalty for the indifference of one group. The courts may be trusted to keep the citizen from being victimized by over-zealous scientists, it would seem, from a study of some recent court verdicts. Many states provide for fines, ranging from \$1 to \$1,000, or imprisonment in case of failure to report communicable disease. But the enforcement of such laws is so much a novelty as to receive newspaper comment, and to draw forth congratulations upon this “pioneer” activity.

Beyond, beneath and through administration, however, reaches the vital fact of scientific truth discovered, shared and applied. Not by something hectic, special, as one “day” or “week” will sanitation and hygiene win their way into the consciousness and life of people. Steady progress follows a loyal, every-day sure application of known preventive measures to known sanitary needs. Said Dr. William De Kleine, of the Michigan State Board of Health:

“The public health problem is not entirely a scientific problem, viewed from the standpoint of scientific medicine. It is much broader. It includes a study of social questions and their relation, as well as a study of the application of the strictly scientific principles.”

In view of his recent experience in the tuberculosis survey of Michigan, Dr. De Kleine's words are doubly significant.

The future of health work rests first of all with the health officer—state, district, local. He faces a brilliant opportunity and a responsibility of peculiar weight at this time.

Progress in public health rests also upon legislators. "When they fail to make proper provisions for the protection of health and the lives of the people, it is because they do not understand matters of this kind," a state health officer is reported to have said. But the remark seems needlessly generous. "Matters of this kind" are not esoteric, nor too abstruse to be

realized by legislators in a large number of states. Their application to concrete conditions is usually clear-cut and of immediate importance for both physical and economic welfare.

And, finally, before the community and every individual therein stretch possibilities that are limitless for the knowledge of the splendid facts of modern sanitary progress, for the application of them in the routine of every-day existence, and for the acceptance of burdens of cooperation as the crisis of today may demand.

"Turning Off the Spigot"

A Reply to Mrs. Tilton

By Hugh F. Fox

SECRETARY UNITED STATES BREWERS' ASSOCIATION

IN a series of articles published recently by the SURVEY,¹ Elizabeth Tilton submits her apologia for prohibition. She makes an especial appeal to her associates in the field of social service to join in the movement which seeks to end all traffic in alcoholic beverages, sorrowfully confessing that few of them accept her panacea for the ills of society. It may not be amiss, therefore, to suggest, at the outset, that indifference to prohibition, on the part of social workers, has a sound basis. They do not ignore the sad results of alcoholic excess, but they recognize that it almost always proceeds from some cause, such as physical or mental deficiency or the misery consequent upon economic handicaps—and that no surface remedy would be effective.

In one way, however, Mrs. Tilton is right in appealing to social workers. They can probably contribute more of value to the solution of the drink problem than any other class. With the highest of ideals, they employ the most practical of methods; they are not concerned with dogmas or theories; they have the situation directly under view at all times, and they have exceptional opportunities for studying and assimilating its psychology.

Within the limits set it will be possible only to discuss the principal points in Mrs. Tilton's articles, the first being the circumstances of her conversion which she relates with a fine dramatic touch. She was uncertain and troubled, when there suddenly appeared to her, very much as the light from heaven must have appeared to Saul of Tarsus as he journeyed on the road to Damascus, certain murder statistics of Birmingham, Ala. Mrs. Tilton says she had to "bend to the healing in their wings." The figures follow:

1909 (dry).....130	1911 (dry)..... 88
1910 (dry).....138	1912 (wet)..... 306

The source of these figures was not given, though they were employed twice. A letter to Birmingham brought the following statistics of homicide (not all murders, mind!) from the Department of Justice:

1906..... 78	1911..... 85
1907..... 65	1912..... 82
1908..... 57	1913.....133
1909..... 65	1914.....114
1910.....107	1915..... 66

If Mrs. Tilton desires further evidence that prohibition does not lessen this form of crime I invite her attention to the tables

published annually in the *Spectator* by Frederick L. Hoffman, the distinguished statistician. In the issue for December 21, 1916, he shows that the place of dishonor in the matter of homicides is held for 1915 by Memphis, Atlanta, Savannah, Nashville and Charleston in the order given. The first named had in 1915 a rate of 85.9 per 100,000 population; the last named a rate of 24.9. All are prohibition cities. The rates for the principal wet cities were: Chicago, 8.7; Cleveland, 7.4; Baltimore, 6.9; Boston, 5.0; New York, 4.7; Philadelphia, 4.4; Milwaukee, 3.3. The rate in the prohibition cities mentioned shows an increase in the period 1910-14 over 1905-09. The large Negro population of these municipalities is sometimes advanced by prohibitionists in explanation of their greivous records. But New Orleans with a large Negro population is below any of these cities, and moreover shows a decreasing rate. Or, to take another example, North Carolina, prohibition, leads the twenty-one registration states in homicides. (U. S. Census Bulletin on Mortality, 1914.)

As offsetting Mrs. Tilton's attempt to show an intimate connection between drink and crime, I shall quote a passage from a recent address by Chief Justice Olson, of the Municipal Court of Chicago, before the Bar Association of New York. In describing the psychopathic laboratory connected with his court, with which, by the way, Mrs. Tilton must be familiar, the chief justice said:

"The laboratory has examined hundreds of alcoholics. The director says that he has yet to find the first case of chronic alcoholism where there was not at least a psychopathic constitution, dementia praecox, maniac depressive insanity, epilepsy or feeble-mindedness as the basis, with the exception of a few cases where there was a physical basis such as diabetes or tuberculosis, and the man was whipping up his flagging energy with alcoholic stimulants. The group with the mental defects at the bottom of the alcoholism practically all show a defective heredity beyond the average. The fact should be emphasized, therefore, that chronic alcoholism is secondary to some underlying mental or physical defect which is primary, and without which the chronic alcoholism would not exist."

With considerable trouble, Mrs. Tilton hits upon a reason for the abandonment of prohibition by all but one of the seventeen states which adopted it in the antebellum period. She concludes that the Civil war produced such lassitude and weakening of moral fibre that the license system slipped in again. The record demolishes this. True in some states prohibition was repealed or nullified by court decisions at early dates, but

¹ January 13, January 27, February 10, February 24, March 10.

not in a majority. Vermont and New Hampshire waited till 1903. Rhode Island, which adopted prohibition in 1852 repealed it during the Civil war, re-adopted it in 1886 and did away with it again in 1889. Connecticut tried it from 1854 to 1872; Michigan from 1855 to 1875; Massachusetts had it from 1852 to 1868 and from 1869 to 1875 before finally discarding it. Iowa adopted partial prohibition in 1855 and did not get full prohibition until 1884. Her mulct law, substantially a repeal measure, was adopted in 1893. Ohio had a somewhat similar experience. Maine, of course, has stuck to prohibition and her shame and scandal have spread throughout the civilized world. Here is the only commonwealth which has had a continuous experience with prohibition for more than half a century. Why do prohibitionists always "soft pedal" on Maine?

Massachusetts, her home state, bothers Mrs. Tilton, for she believes prohibition worked well there. She quotes statistics put before the public in poster form by the Associated Charities of Boston, showing arrests for drunkenness in that city in the last quarter of the last prohibition year and the similar period in the first year after prohibition; also some testimony from officials and others in several communities in favor of the law. If she had gone a little farther in her search for fact she would have found much more evidence, though not on her side of the case. Read what the governor of the state said:

"I have not full returns from the cities and towns where licenses have been authorized, but from returns furnished by the chief detective of the commonwealth, at the beginning of the present year, from 235 towns and cities, or from some more than two-thirds of the whole number, it appears that the whole number of arrests for drunkenness in those places was in the year 1874—25,740; in the same places, like arrests in 1876—18,696—showing a decrease of 7,044 between the last year of the prohibitory law and the first year of the license law, in 235 towns. (Special message governor to Senate, May 15, 1877.)

As to arrests for drunkenness in Boston the police commissioner submitted an elaborate table in his annual report for 1910. This showed the total arrests for drunkenness and the rate per 1,000 of such arrests to the whole population in each year from 1860 to 1910 inclusive. Space forbids the presentation here of this most interesting report but it perhaps suffices to say that, in respect to drunkenness the best prohibition year is far worse than a number of good license years; that the worst license year is far better than all but a few prohibition years; and that the prohibition period as a whole exhibits far worse conditions than the license period as a whole. In the same report the police commissioner shows that an astonishing proportion of the persons arrested for drunkenness in Boston come from the dry municipalities which surround that city.

The Dry Cities

ONE may only conjecture why the posters of the Associated Charities dealt only with the last quarters of two years when such a wealth of material data was convenient.

In her compilation of figures and opinions from a number of cities that have recently come under the prohibitory system, such as Seattle, Portland, Ore., Denver, Wheeling, W. Va., etc., Mrs. Tilton really makes her strongest point. But she fails to show that these glowing reports could also be made of many license communities and that the improved conditions are due in great part to the prosperity which has visited many places. This is particularly true of Denver, where war orders for metals have caused the reopening of mines shut down for

years and an unprecedented demand for labor. Seattle has enjoyed an unparalleled boom in shipbuilding and has been the port whence the huge cargoes of munitions were sent to Russia.

There are also many circumstances that can be cited in rebuttal. Portland, for instance, reports most dismal conditions, with 7,000 vacant houses, with general business stagnant, with advertisements of property to be sold for tax arrearages occupying sixty-four columns of a recent newspaper issue. From West Virginia come stories of jails crowded as never before with "bootleggers," with women and even children engaged in the traffic and of the demand, reported by the Associated Press, of the Mine Owners' Association for a beer and wine law, in order that their properties may be operated satisfactorily. It is, of course, easy to make a superficially favorable showing for prohibition in the first stages of the law's operation. After the surplus stocks of liquor give out and the machinery of law evasion gets to working there is often a different story.

Kansas, the Prize State

IN KANSAS, the bright particular star of the prohibition firmament, Mrs. Tilton finds her fondest hopes realized. The people are generally prosperous, health is good, some counties have no jail prisoners and both political parties are committed to the dry dogma. Kansas certainly ought to be prosperous for she has had bountiful crops for twenty years and has sold them at high prices. The health of her people ought to be good for they are mostly engaged in agriculture, the most healthful of occupations, and the state has no city slums or sweat shops. But the death rates of other states are lower. The insanity rate of Kansas is high and Mrs. Tilton in admitting this really should not gloss over it and then have us believe that the high rates of Massachusetts and New York are due to the legalized sale of alcoholics. The public schools of Kansas rank only twenty-fourth in the Union according to the Sage Foundation's grading; her state prison population is higher in proportion than that of her neighbor, Nebraska, according to the federal census bureau; her number of tenant farmers and of mortgaged homes is increasing, if we may believe the same authority; her population is decreasing according to her own state census and her manufactures have recently suffered a considerable decline as shown in a bulletin just issued by the census bureau.

The picture which Mrs. Tilton draws of general conditions in Europe would seem to show that those countries have advanced most in temperance which have discriminated in taxation and regulation between beer and natural wines on the one side and the spirituous liquors on the other. The fact that Great Britain, Germany, Austria-Hungary, France and Italy, to say nothing of other warring countries, serve regular rations of alcoholic beverages to their fighting men, shows that scientific opinion regards these not merely as harmless but beneficial. Otherwise, they would most certainly be banished from the armies.

With regard to the workings of the Gothenburg system in the Scandinavian countries Mrs. Tilton makes many observations, some of which are not in accord with others and several of which seem to have no particular bearing. It may be remarked that official investigations by the United States Department of Labor and a Massachusetts commission have resulted in conclusions directly opposite to her theories, and that the system has recently been successfully transplanted into Great Britain after extensive inquiry. She seems to try to obscure the remarkable fact that the consumption of spirits in Norway under the company system has been reduced from 6.67

liters per capita in 1875 to 3.64 in 1913 and in Sweden just about one-half during the same period. This she terms a small decline though it has not been matched by any other countries in the same length of time. She criticizes the fact that profits from the sale of drinks have been used to reduce taxes, but fails to mention that this has been against the law in Norway for almost twenty years.

The case against beer as stated by Mrs. Tilton is unconvincing. The scientific experiments of which she makes so much can be dismissed by saying categorically that they are not accepted by the scientific world as final. Nor need one stop to argue that an immoderate use of beer is harmful. But the real gist of her article is that the use of beer is in itself so bad that to substitute it for distilled liquors would not bring improvement even if the latter were wholly suppressed. In Finland, Norway and Sweden, just the opposite belief is held and reflected in legislation; moreover, fermented beverages containing not over 2.25 per cent of alcohol are free from taxation and general license conditions. Mrs. Tilton herself has shown that in these countries alone has a marked reduction taken place in the total consumption of liquor, and that measured by it they are among the most temperate countries in the world.

Beer and Temperance

IN THE United States, the increase in the popularity of beer has been coincident with a notable increase in temperance. Improvements in processes of refrigeration and pasteurization have resulted in gradually reducing the alcoholic content of American beer until now it averages $3\frac{1}{2}$ per cent. To become intoxicated on such a drink is really something of a feat.

Perhaps the most serious criticism to be brought against Mrs. Tilton is that she ignores the evils of prohibition—the hypocrisy, the dry-rot of morals, the vitiation of standards, where laws are not enforced; the fierce unreasoning intolerance, the demand for more and more drastic statutes, the surrender of governmental functions to irresponsible agencies, the persecutions and ostracisms in the name of righteousness. These things reflect that "prohibition state of mind" which Mrs. Tilton believes is so desirable for a community to acquire.

But the foregoing has not been written simply to demolish an argument for prohibition or as a plea for the continuance of the *status quo*. Nobody is satisfied with the present situation and the brewing industry, for which the writer may assume to speak, has long been concerned with measures to improve conditions.

The brewer is blamed for the present type of saloon and while this is not entirely just, he does recognize a measure of responsibility and is laboring to rid himself and the institution of the reproach that now attaches to both. In Ohio and Missouri the brewer initiated, conducted and paid the cost of movements which wiped out many disreputable resorts; in Baltimore and other cities he has directed "clean up" campaigns; he is cooperating closely in New York with the Committee of Fourteen and other civic agencies; in Newark and other places he is asking for sharp reductions in the number of licenses and for other reforms.

The brewer sees the necessity of going further, and making other sacrifices. He is aware that the saloon must undergo a radical change. It has performed a social function that no other institution has attempted with success, but it has appealed only to the male portion of the community. Obviously, it must become safe, and serviceable to women; must be hygienically clean, attractive in architecture and furnish-

ings; must lay less emphasis on the sale of alcoholic drink and must provide food as well; must in appearance, conduct and atmosphere strike a higher standard and make a more elevated appeal—in a word, must become a true social center.

Of course, the brewer cannot accomplish these and other necessary things alone. His own proposals are apt to be viewed with a suspicion, not entirely undeserved for there have been shortsighted, selfish men in his industry just as in others. But he is coming to put his hope in an awakened public opinion which, fortified with knowledge and animated with a sense of justice, will exert a force upon manufacturer, retailer, legislator, public administrator and consumer, which must result in better things.

How shall this public opinion be awakened? It is getting to be realized that in legislating upon liquor we have followed whim, fancy and prejudice and that often our theory has been far away from the fact. Hence has arisen a demand, voiced by magazines, newspapers and publicists, for a national survey of the drink question. The most frequent suggestion is that this inquiry be undertaken by one of the federal departments or by a special commission appointed by the President. In either case there is a presumption of ample authority to cover every phase of the subject and ample means to prosecute the work.

Precedents are abundant. In almost every European country, investigation has been deemed a prerequisite to legislation upon drink or any other social question. The Norwegian Alcohol Commission; the Swedish Temperance Society which receives aid from the public treasury; the British Board of [liquor] control which has a most important function of investigation and recommendation in addition to its authority of regulation; the great scientific societies of Germany and France, in receipt of governmental subsidies and reporting data and recommendations periodically, are some notable examples. In the United States we have had the country-life commission, the child labor commission, the industrial relations commission and others of federal inception. If a question of railroad rates is raised it is handled after investigation by our permanent Interstate Commerce Commission; if a reform of our banking system seems desirable an inquiry made by our monetary commission collates the facts and inspires the recommendations upon which legislation is based. And the drink problem has become national in aspect, a circumstance which is emphasized by the recurrent efforts to secure nationwide prohibition through the medium of an amendment to the federal constitution.

Politics, Science, the Trade

IT IS difficult to overestimate the value of full, authoritative data on the drink problem. With the facts before us and with an adequate interpretation we would be greatly aided to really unprejudiced and disinterested action with the public benefit in view. That is very difficult to get now. The politician either regards the liquor business as an unfailing source of supply for state and municipal treasuries, from which the greatest possible amount of revenue must be squeezed, or a convenient football to be kicked around amidst plaudits of the crowd. Science is divided into two schools, the one holding the least amount of alcohol to be a race-destroying poison; the other asserting that rational use is not only harmless but beneficial. The trade, not exempt from selfishness and not always withheld by scruple, is confronted by the radical prohibitionist who breathes only destruction.

Out of a national commission of inquiry may come a real, constructive and permanent solution of this great problem.

Breweries vs. Bakeries

A Rejoinder to Mr. Fox

By Elizabeth Tilton

"The world's food reserve is very low."—United States Agricultural Department, April 12, 1917.

WE STAND in a world of disillusionment, a world with forty million men under arms and civilization descending into hell. But these things are! Face fact and proceed, says the old Greek.

As I acknowledge the fact and begin to work at what I can do to help, there enters Mr. Hugh Fox, secretary of the United States Brewers' Association, with what truly seems to me (consciously or unconsciously on his part) mere twistings¹ of my plain statements in Turning off the Spigot. Shall I stop and go over it all again, in the three days that the SURVEY can give me to write an answer?

But our world is suddenly confronted with titanic war preparations and with the food famine looming nearer every day. We must increase our food supply. Would Mr. Fox's scheme help? Abolish distilled liquor only, he says; keep beer, serve it not at bars, but in innumerable cafés, with tables and chairs and music, where men can bring with them their women and children, and where all the family can drink together. In other words, let us abandon that great health asset (left us by grandfather)—a middle class that tends totally to abstain; let us be Germans—the average man there drinks from four to ten quarts of beer a day!

You see, Mr. Fox really believes that man must drink, and if the wives and children come too, the men will no longer over-drink. They do over-drink horribly everywhere where beer is used freely and by the family. But Mr. Fox hopes it will be different here.

Beer and Intemperance

TO ME it seems as if opening wide the beer gardens, with chairs and tables in the saloons, bringing the women and children along too, will simply in the end double, treble, quadruple the sale of beer here, as it has in Germany.

And I do not want to increase beer drinking here. I want to get rid of it as fast as I can, for since I wrote my articles for the SURVEY there has been added to the many good reasons for total abstinence already given, a new pressing reason—the need of increasing our food supply.

There is only one thing more brutal than a terrified world (like ours today), and that is a hungry world; and that is the world that is coming if the war continues. It is going to be a food war. Says Kenyon L. Butterfield, president of the American Association of Agricultural Colleges, "Prohibition for the duration of the war should be established for purely

¹About the figures of murders in Alabama: the figures came from the *Outlook*. I asked Mr. Pulsifer, of the editorial staff, if they were absolutely correct. I will go to the bottom of them at once and tell the results. In passing may I say the statement that the cities Memphis, Nashville, Charleston, Savannah and Atlanta, leading in homicides for 1915 were prohibition cities, is misinformation. Charleston did not go dry until January 1, 1916, Savannah and Atlanta until May 1, 1916. Up to then the latter two allowed beer but no distilled liquor. Curiously, I was in Savannah the other day and Dr. Brunner, secretary of the Board of Sanitary Commissioners, said: "Two years ago I had the personal liberty idea; I thought prohibition poppycock. But prohibition enforced is a mighty good thing, and we have got this mighty good thing right here. Look at my homicides reports:

"Homicides (Negro by Negro), 1915 (wet)..... 24
 "Homicides (Negro by Negro), 1916 (dry)..... 10."
 And eight of these ten occurred before May 1 when prohibition became effective. I also want to say that in the table in article II, the SURVEY for January 13, 1917, p. 426, Sweden's total consumption should read: Total 1851-1860, 6.70; 1861-70, 5.35; 1871-80, 6.23; 1881-90, 4.66; 1891-95, 4.47; 1896-1900, 5.38; 1901-5, 4.84; 1906-10, 4.33.

economic reasons." In short, we need today, at once, not only prohibition as hygiene for the boys in our training camps and for efficiency purposes in general, we need prohibition as a food conservation measure. This is only one step of the many that must be taken to ward off the specter of a hungry world, but it is one real step.

For two days now I have been getting together all the facts that show the food values that are practically wasted in brewing and distilling. The English have discovered that it takes 3,400 calories or energy-makers a day to feed a munition-maker or a soldier. Women and children can get on with about 2,500.

Now here are the calories or food values wasted in liquor. I am using matter compiled by Dr. Stewart Whittemore for the Associated Charities, Boston, 1913. The government has not recently, as far as we can ascertain, compiled statistics on brewing materials, so I use 1896 figures. To find out materials used in 1915, I increased the amount 66 per cent, that being our increase in production over 1896.

I find that we used approximately in brewing in 1915 (pounds): malt, 3,495,125,040; rice, 191,413,943; corn, 460,128,650; grape sugar, 63,979,560; hops, 58,165,083; glucose 45,505,637; gallons of glucose, 4,783,630, besides other materials of a nature not specified to the amount of 4,706,247 bushels, 232,429,685 pounds, 73,938 gallons. These I leave out of my computation, though they may waste much food value.

When I turn my pounds of known food materials into calories, please note how they look:

APPROXIMATE CALORIES OR FOOD VALUES IN THE ORIGINAL MATERIALS USED IN BREWING, 1915

Malt	5,662,102,564,800
Rice	310,090,588,200
Corn	752,310,342,750
Grape Sugar	115,163,208,000
Glucose	54,606,764,400
Total	6,894,273,468,150

These are calories or food values sufficient to feed the one hundred million people of the United States for twenty days. Or the food values of the essential materials used in 1915 in brewing would be sufficient to support 5,555,418 hard-working men for an entire year.

Coming to distilled liquors, I take the figures for 1911, the last I can find:

POUNDS OF MATERIALS THAT WENT INTO DISTILLED LIQUORS, 1911

	Pounds	Calories
Malt	194,556,576	315,241,653,120
Wheat	1,305,900	2,154,735,000
Barley	473,952	767,802,240
Rye	301,057,008	487,712,352,960
Corn	1,162,350,200	1,900,442,577,000
Oats	421,504	682,836,480
Molasses (gals.)	44,363,133	665,446,995,000
Total calories or food values, if materials had been used in original form,		3,372,448,951,800.

This is for 1911, but as our production has fallen about 22 per cent (1915) I deduct and find that the food values of materials used in distilled liquors in 1915, would, in their original form, have been as much as would feed 2,000,000 able-bodied men for one year. I find that that negligible item, wheat, about 20,000 bushels, would have produced 1,542,700 loaves of Hathaway's bread.

Adding together beer and distilled liquors, I find that we

used in 1915 in brewing and distilling, approximately enough calories or food values to support an army of over 1,000,000 hardy men for seven years. That is to say, there are calories in that material equal to doing this. They would, of course, have to be given in variety.

England finds that the 31,000 acres planted with hops, which have practically no nutritive value, would, if planted with oats and potatoes, yield food values that would support 180,000 people for a year. We have about 44,000 acres of hop-land, "and the distillers," says Dr. Whittemore, "sell their finished products for a price twenty-five times that which the cereals would have brought in the form of meal" (1912).

This is why I do not advocate beer gardens—man, woman and child drinking—as does Mr. Fox. I want to see war prohibition at once—as a matter of national honor to the thousands of boys suddenly immersed in an excited, abnormal world. I want to see it, too, as a matter of hygiene. The commander who would not allow saloons for our boys on the Mexican border was the one whose troops showed the lowest rate of venereal disease. I want to see war prohibition as a matter of efficiency. And now, in this food war, I want to see it as a matter of feeding the hungry.

But I want to see it come right, following organized total abstinence. The countries that have made the most headway against drink are Norway, Finland and Sweden. They have had the bulk of their people (70 to 80 per cent) under prohibition for fifty years. But behind has been the great movement for total abstinence.

Let churches solemnly give a rising pledge, at the call of their pastors, to abstain totally during war. Let clubs do this, chambers of commerce—let us flash a flag of that race hygiene ideal, total abstinence, and then let us strike, with this personal sacrifice behind it, for prohibition. The dries in Con-

gress will make a drive on liquor when appropriations are out of the way. Social workers, be behind that drive with strong total abstinence sentiment, and with strong letters to your congressmen, telling them that prohibition must be. To help, send to the Poster Campaign of the Boston Associated Charities and get their new posters telling of the food values wasted in liquor, or send to Mrs. George Whiting, 41 Kirkland street, Cambridge, Mass., and get food conservation post cards printed by the Unitarian Temperance Society. And when this prohibition comes, remember it is only a beginning, only blazing the trail for the virile ideal of total abstinence, and for better, cleaner, wider recreation facilities.

With the Brewers' Help

Mr. Fox, isn't this the better way, and won't you help?

We have got to take care of all the bartenders when prohibition comes. Perhaps we can all work together to make the transition easy. Never will there be so many new jobs as now for them to be transferred to. This is no time for technical and statistical investigation. This is a time for "getting together." Brewers, is there no way that your vast saloon properties can be organized into clean, soft-drink recreation places? Please think this over. We need you—without your beer!

In the meantime, let us all work for a nation of total abstainers and a world of total abstainers, supplemented by prohibition, making liquor less accessible to the boys and the weak and saving the vast grain supply now wasted in the making of liquor and beer. Remember Adam Smith, who said, "All labor expended in producing strong drinks is utterly unproductive. It adds nothing to the wealth of nations." Nor, we may say, does it add to the health, efficiency, clear- and high-mindedness of the nation.

↑ THE JAIL

← THE COURT HOUSE

THE SCHOOL ↓

WILLIAM F. FEAGIN, superintendent of education of Alabama, believes that "the public school building is the monument willed by the community to its childhood." He says: "This building for the young should not be repulsive but inviting, not somber but cheerful. Just a little thought and attention on the part of those who hold the life of children dear will convert a plain, cheerless and insanitary box into a beautiful, inspiring, sanitary schoolhouse. To this end I call upon you to observe the first of the four special days of this school year—Clean-Up and School Improvement Day."

The picture above of jail, courthouse and school all in one Alabama town, is, of course, exceptional. But Superintendent Feagin says that the greater number of school buildings in Alabama "are small, one-room structures set on pegs, weather-blackened, window-smashed, often with wrecked entrance steps and lockless doors." The annual clean-up and school-improvement day is, however, calling people's attention to these conditions and bringing about improvement in one locality after another.

COMMON WELFARE



A CONQUEST OF CROPS FOR THE WORLD

THE importance of an adequate food supply, especially for the present year, is superlative. Without abundant food, alike for the armies and the peoples now at war, the whole great enterprise upon which we have embarked will break down and fail. Not only during the present emergency, but for some time after peace shall have come, both our own people and a large proportion of the people of Europe must rely upon the harvests in America."

President Wilson's proclamation of April 15 summarized the appeal made throughout the land during the previous week by governors of states, federal officers, and patriots, for a food economy which will give to the United States and to the Allies what, with all its wonderful inventions, the present war has proved to be the most powerful arm of defense. An ample supply of sustenance will not only keep the army in condition, but it will preserve the vigor and efficiency of the hundred million or so behind the fighting line without which no dash and no brilliancy of military exploits is of the slightest use.

In this great problem of food economy, three demands stand out from among the flow of ideas and suggestion which have filled the newspapers during the last two weeks; demands for abundant production, for just and economical distribution, and for wise conservation.

The problem of increasing the supply is the most immediate since this year's growing season has already set in, and on the efforts of the next few weeks the fortunes of democracy will largely depend. Can the United States suddenly and greatly increase the yield of her farms? The answer will depend on the fulfilment of two conditions: there must be more than a patriotic motive to induce extraordinary investments in implements, manures, clearances, building of silos, superior seeds and more costly rotations; and the willingness of farmers to put their very best effort into the production of the largest and most valuable yields must be aided by a sufficient supply of

labor. Both conditions imply the need for assurances that added expenditures will be remunerative. It is not necessary that large profits should be guaranteed, but the great majority of American farmers are not men who can afford to indulge in speculation, and they must be given a definite prospect of being able to sell without loss.

Thus the creation of a food board by the federal government, headed by the man who, at the moment, enjoys the largest public confidence for such an undertaking, Herbert C. Hoover, president of the American Commission for Relief in Belgium, naturally came first among the measures adopted to control the interaction of production and distribution. Mr. Hoover, at present, is engaged in an inquiry in France, England and Italy, in cooperation with government departments, into the prospects of the coming harvest—which, of course, will influence prices in America—and the methods of regulating food control now in operation, especially with a view to control of prices and elimination of speculative congestion.

Already plans are being formulated, which no doubt will be published in the

near future, how minimum prices may be assured to farmers. It is probable that state agricultural and marketing commissions will play a prominent part in such a system.

In the meantime, the serious shortage in the world's food crops, as shown to exist in a recent report by David Lubin, American representative to the International Institute of Agriculture at Rome, together with the increasing withdrawal of man power from farming operations in the belligerent countries, not to speak of the actual destruction of crops by warfare on land and sea, should be sufficient to convince American farmers that the likelihood of falling prices for some time to come is exceedingly small and that probably at no time in American history has there been a safer opportunity for increasing investments with a view to larger yields.

FARMS, FARMERS AND FARM LABOR

"PATRIOTISM and profit should stimulate them," says the resolution unanimously accepted on April 10 at St. Louis by a great rally of farm journal editors and publishers, called by the National Agricultural Organization Society and presided over by Secretary David F. Houston of the United States Department of Agriculture. "The life of the nation hangs in the balance. The rewards for intelligent farm toil were never so alluring and certain. Every man in his own field must be the judge of methods."

While, therefore, it may be expected that the majority of farmers' organizations will gladly cooperate with the national and state authorities in encouraging more productive and more extensive farming, the shortage of labor, for the moment, has assumed a most serious character. The President has announced that "hundreds of thousands of men otherwise liable to military service will of right and necessity be excused from that service and assigned to the fundamental, sustaining work of the fields and factories and mines" and, while compulsory military service is yet under discus-

Donahy in Cleveland Plain Dealer



HIS NEW GOLF STICKS

LOOK FOR THE NEXT POST CARD

Save Food by Prohibiting Liquor

A vast amount of food-value is lost by turning grain into Beer and Whiskey.

For example, we use for distilled liquors alone about

20,000,000 BUSHELS OF CORN A YEAR.

This, if used as cereal, would contain enough food-value to feed amply an army of **1,000,000 men** for 1 year and 5 months.

MRS. GEORGE WHITING,
41 Kirkland St., Cambridge Mass.,
Secretary Post Card Committee.

Post cards 50c per hundred.

POST CARDS FOR PROHIBITION-PREPAREDNESS

sion by Congress, has called "upon young men and old alike and upon the able-bodied boys of the land to accept and act upon this duty—to turn in hosts to the farms and make certain that no pains and no labor is lacking in this great matter." Already, in the state of New York, an effort has been organized by the State Agricultural Society to recruit a school-boy army for immediate mobilization.

DISCARDING SCHOOL BOOKS FOR FARMING

IF plans of the New York State Department of Education do not miscarry, New York will apparently be the first state in this country to follow the example of England, Germany and France to repeal or relax compulsory school attendance laws in order that boys may help to increase food production by working upon the farms.

"There is an imperative need for labor on the farms," John H. Finley, commissioner of education, was quoted as having said in the *New York Evening Post* April 13. "That need is immediate, and the schoolboys can help to meet it. If necessary, the Board of Regents will ask the legislature to authorize us to suspend the provisions of the compulsory education law in order to allow us to meet this emergency by permitting boys to be excused from part of their school work. The boys should realize that this is just as genuinely a patriotic service as any other."

A telegram in answer to a letter written by the SURVEY to Commissioner Finley declared that the commissioner favors suspension of the compulsory attendance law "during continuance of war, under regulation and control of the department of education." He does not favor the repeal of the law, it was said. The telegram added that "legislation is contemplated directing the department of education to take such action as may be necessary to make this effective."

Meanwhile, the *New York Times* declared on Monday that it had been announced at Albany that when the farm-

ers of the state come together in their various communities on April 21, in answer to Governor Whitman's call to learn about the need for increased production, they would be told of the plan of the State Department of Education to send schoolboys out over the state as "a farming army." Commissioner Finley was stated to have called meetings of village and district superintendents in each county to consider what the schools might do. These meetings were to begin on Wednesday of this week. Enroll-

**20,000,000
BUSHELS OF CORN**

Go yearly into

DISTILLED SPIRITS

THIS IS
FOOD-VALUE
SUFFICIENT FOR
1,000,000 MEN
FOR
17 MONTHS

POSTER CAMPAIGN,
11 MASON STREET,
CAMBRIDGE, MASS.

THE latest poster issued by the Poster Campaign Against Alcohol of the Boston Associated Charities (10 cents on linen, 5 cents on paper, 11 Mason street, Cambridge, Mass.). The Boston Associated Charities went on record last week in favor of war prohibition and will ask the other societies of Massachusetts to endorse the movement. Governor Capper of Kansas has responded to a request from Mrs. Tilton, chairman of the Poster Campaign, and has wired the governors of all the states to urge national prohibition upon the President as a measure of conserving food during the war.

ment blanks were to be issued, and it was expected that a full list of boys willing to begin farm work at once would be available in ten days. Boys who enter the service before the end of the school year will, it is planned, receive credit in the subjects they are studying.

The State Agricultural Society and other agencies will, under this plan, see that the boys are fairly treated, justly compensated and recognized as in the service of the state. The Military Training Commission has voted to accept farming as vocational training that can, in the meaning of the revised Wells-Slater law [the SURVEY, April 14, page 35] be accepted in lieu of compulsory military training by boys between sixteen and nineteen years of age.

During the first spring after England entered the war, and increasingly since then, school attendance laws were so relaxed that hundreds of thousands of boys and girls were excused prematurely from school to work upon farms and in munition factories. This experience was told in an article entitled *The Children's Bit in the War* in the SURVEY for February 3.

Another plan, favored by Dr. Claxton, federal commissioner of education, is to have groups of high school students from the large cities camp in the neighborhoods where labor is most needed, under their own teachers, and to be hired out to the farmers of the district singly or in small groups, school credits being awarded for satisfactory performance. The advantage of this plan is that educational oversight is retained and that the worst dangers of exploitation are avoided. While, in all likelihood, organization of these resources of juvenile labor will be too late to aid materially in planting, it should make available for the harvest season many thousand enthusiastic workers at a rate of pay which, while fair to the young laborers, will not be excessive for the farmers.

The giving of school credits for farm work under such circumstances is viewed with alarm by some educators. If the nation, in its hour of need, finds it necessary to abbreviate the school education given, at least it should not deceive itself into believing that practical work under employers who are not instructors is necessarily of an educational character. The vigorous plea of the National Child Labor Committee—that the children of America shall not "be sacrificed"—was quoted in the SURVEY last week.

In this connection, the suggestion of William R. George, founder and acting president of the George Junior Republic Association, that the census of the amount and location of the most important food products available which is being organized by the New York State Department of Agriculture, and possibly in other states, may largely be made by school children under the direction of

their teachers, deserves mention, because in this undertaking there is a much larger educational element.

Mr. George himself has tried the experiment in the West Dryden School, New York, and in the schools of Burlington county, New Jersey. There pupils have made an agricultural and population census of the community, collecting information concerning the number of men, women and children in each family, the number of acres owned or rented, the number of cattle, horses, hogs, poultry and other live stock, the amount of hay, oats, potatoes, wheat, buckwheat, corn and other grains grown, and other information. The plan was accounted a success.

FARM WORK FOR A SUMMER VACATION

BEFORE making wholesale inroads upon the school careers of the young in town and country, it is important to note, however, that the resources in adult labor are not yet by any means exhausted. One method would be that of utilizing for this patriotic purpose the vacations enjoyed by civil servants and others. Walter E. Kruesi, superintendent of the Public Employment Bureau of the city of New York, believes that of the 70,000 city employes, most of whom have vacations on full pay for two or three weeks, a large proportion are physically capable of, and might even benefit from, using that leisure period in the interest of agricultural production. Their vacations could be so organized, through the services of city and state public employment bureaus, as to give farmers continuous service and getting the maximum supply of help in the state when and where most needed.

The usual disinclination of farmers to employ city workers has to a considerable extent been overcome in Canada, where the vacations of clerks in a number of cities have been systematically organized with that need in view. Toronto alone is sending 5,000 men and boys to summer farm work.

A more immediate need is that of preventing the enlistment of men who have recently or in the past engaged in farm work and are at present of much greater national usefulness behind the plough than behind the gun. From the President's proclamation it would seem that wholesale exemptions on that score from the operations of compulsory military service are contemplated. But the suggestion comes from Charles B. Barnes, director of the State Bureau of Employment of New York and, in slightly different forms from a number of other states, that a more enthusiastic response and a better distribution of the labor available from this source would be secured if these men were actually enlisted and assigned to special agricultural corps, "wearing a uniform with all

SIR HORACE PLUNKETT ON OUR FOOD PLANS

SIR HORACE PLUNKETT, of an old Irish family whose peerage dates from the fifteenth century, is the founder of the Irish Agricultural Organization Society, which, since 1889, has united more than a hundred thousand Irishmen of all classes, politics and creeds. He has represented a Dublin constituency in the House of Commons for nine years and held high offices connected with agricultural development in Ireland.

In the midst of his busy life, Sir Horace has found time to engage in cattle-ranching in our western states, where he has acquired property interests, and is here at present on his seventy-fifth sojourn. His little volume, *The Rural Life Problem of the United States*, published a few years ago, is recognized as a standard work on that subject. He is at present recovering from a severe illness from which all readers of the SURVEY will wish him a speedy recovery.

From his hospital bed he sends the SURVEY the following comment on the report in our last issue [page 39] for "civil-military service" in food production:

"**N**OT long ago President Wilson called the attention of the world to the advantage of having the normal economic life of one great country undisturbed. Had Germany allowed this aspiration to be realized, the United States could have rendered no greater service to the stricken countries of Europe than to increase substantially its own food supply so as to have a large surplus available for export. Now that the republic has been drawn into the struggle, this same service appears to be the most immediately practical way of assisting the allied countries which are pouring out in a manner and to a degree unprecedented in human history, their life blood and their treasure.

"In thus supporting the cause which the United States has now been forced to make its own, it will be rendering no merely economic assistance. The so-called blockade has to be run. American courage, patriotism and determination will not balk at this enterprise; but it cannot be embarked upon unless it is accompanied by a far greater surplus food production than is needed to meet the domestic requirements of the United States in ordinary years.

"In these circumstances, I rejoice to see that the University of Illinois, speaking through the very competent dean of its agricultural college, Eugene Davenport, has prepared a plan for assuring this surplus. The plan will have to be worked out by the federal Department of Agriculture. But Mr. Davenport has prepared the ground by solving the chief crux of the problem. In a published memorandum which has not yet attracted the attention it deserves, he has boldly tackled the labor-shortage difficulty. It is easy for the government to assign a certain number of enlisted or conscripted persons to work on farms; but what is to be done when the farmer finds himself saddled with help which is either not adequately trained or unwilling to give a day's work for a day's pay? Dean Davenport proposes that the farmer should send the man back to his training camp, to which the laborer can at any time return if he is dissatisfied with the conditions of employment.

"I think the lesser difficulties of an adequate supply of farm machinery (especially motor tractors) and artificial manures should also be tackled under the federal plan for increasing the food production of 1917. I regard this service as being of such immense national and international importance that I welcome Dean Davenport's suggestion that the helpers in it should have some uniform or badge which indicates that they are helping the nation in the war."

HORACE PLUNKETT.

[Presbyterian Hospital, Chicago, April 11, 1917.]

the usual markings but so designed as to allow for the freedom necessary in farm work."

During the winter, when the demand for labor slackened, these men could be brought into the military camps and placed under military discipline. During summer they would be concentrated in agricultural camps, as proposed in the Illinois plan described in the SURVEY last week, and hired out to the farmers of the region at the wages locally current. Army pay might be made supplementary to these wages, or partly supplementary and partly used in aid of wages so as to enable the employment of laborers by farmers who at the present level of wages are unable to make use of their services at the full current rate. The payment of transportation by the government in itself would constitute an important saving to farmers in outlying regions.

Edgar L. Smith, head of the Farmers' Bureau, proposed the creation of an office under the War Department, to be

known as the commissioner of agricultural defense, one of whose duties it would be to mobilize and distribute the enlisted farm labor.

While, generally speaking, the movement for cultivating vacant city lots and back yards—even tenement roofs have been suggested—is of importance only as aiding to a slight extent the budget of the individual cultivators, and of no importance whatsoever to the real problem of national food production which can only be solved by giving the best possible conditions of production to the farmers of the country, large employers who also hold considerable tracts of land can materially benefit the country by arranging for the cultivation of that land by their own employes, under expert guidance. Thus some of the railway companies own parcels of land, sometimes extensive in the aggregate, which, waiting for future developments, can be made available immediately for raising small crops by their employes. The Brooklyn Rapid Transit Company

has made a beginning in this enterprise.

Charles W. Stockton, general counsel of the Wells Fargo Express Company, and others urge the direct employment by the federal government of farm labor for the cultivation of land which is now going to waste. Under his plan, a bureau of the National Defense Council, with subordinate bureaus in the counties and townships, would purchase fertilizers, farm machinery and stock wholesale and carry out improvements under the most approved systems of large-scale farming.

Discussions of plans and methods for utilizing approximately our hundred million acres of cut-over timber lands in the South to increase the nation's food supply have been held at the Cut-Over Land Conference of the South in which governors and other state officials and federal experts as well as land-owners, lumbermen and business men participated.

By a resolution introduced in the Senate on April 11 by Senator Frelinghuysen, of New Jersey, the Council of National Defense was requested to consider the advisability of establishing a commissioner of agricultural defense who should assemble all national, state and private agencies and mobilize farm labor for the production of larger crops.

Increased employment of prison labor for farming is proposed by Charles Bulkeley Hubbell, chairman of the New York Commission on Prisons. He believes that from 10 to 20 per cent of prison trusties could be made thus available with a saving of cost for their support to the state and a reasonable remuneration to the men themselves which would ensure high-class service. He also suggests suspension of the laws governing alien contract labor and the immediate introduction of 25,000 or more oriental laborers for a stated definite period.

The National Agricultural Organization Society, in a tentative plan presented to farmers' organizations throughout the country, declares that the guarantee of minimum wages to agricultural laborers is as important as that of minimum prices for farm products if an increased draft of farm labor into the industries of the country as well as loss through enlistment is to be avoided.

Gov. Walter E. Edge, of New Jersey, is asking land owners in the state, who have been liberal in offering estates for camp and other military purposes, to let the state have the temporary use of estates also for food production. Crops would be planted, cared for and harvested by an army of school boys and volunteers under the general supervision of the State Board of Agriculture but under the immediate oversight of the owners' gardeners, farm managers and estate superintendents.

PLANS FOR CONSCIENTIOUS OBJECTORS

WITH compulsory military service looming ahead, the Quakers of the country already have decided upon a plan to avoid having their traditional conscientious objection to war and military service mistaken for lack of patriotism and lack of willingness to make material sacrifices for the nation during war. The peace committee of the Philadelphia yearly meeting has elaborated a plan under which an expected army of probably 118,000 Friends, 123,000 Dunkards, or Brethren, 61,000 Mennonites, and others conscientiously opposed to war not affiliated with any religious organization who are of military age, should be drafted into a "farm labor league" to supply agricultural labor wherever needed at the regular army rates of payment. As they do not expect that the government will be able to make direct use of their services, they propose that under the direction of a government agency, they hire out their labor to farmers at the current local rate of wages and turn over to some relief work approved by the government the difference between this and the regular army pay. This is additional to a number of other services of national importance contemplated and, in part, already operated by the Friends.

One of the nation's greatest resources of potential farm labor may eventually prove to be the women, not only of the leisured classes, but also of various occupational groups not at present engaged in work of national importance. The Woodcraft League, which is establishing potato clubs all over the country, has secured the use of estates owned by its members and sympathizers which will largely be worked by women, probably on a cooperative plan.

The National League for Women's Service and the Women's Section of the Navy League have arranged with a number of high schools to train girl students for farming. The league is establishing an agricultural bureau in New York city and will provide scholarships at the Farmingdale Agricultural School for fifty women who wish to take up farming as a permanent occupation. Other groups of women in every part of the country, are considering the organization of women's farm work on a larger scale, if only for aid in temporary emergencies and in harvesting.

Lack of capital for improving output comes only second in importance to lack of labor. In New York state, the Agricultural Society, in cooperation with certain public-spirited men and banks, has secured a guarantee of \$10,000,000 for a loan scheme under which individual farmers of good repute will be able to borrow at 4½ per cent interest through the agency of a local committee composed of two members of the grange, or

other agricultural organization and, if possible, a banker. No mortgages will be asked.

It is stated that two and three times this amount can be secured, should the need arise. Probably, however, should the war continue longer than this summer, credit organization on a national scale will have to be devised to meet this need, since recent federal legislation did not cover the lack of farm credits for operating purposes which at once becomes apparent when the demand for increased productivity involves increased capital investments other than in land.

The regulation of prices and of distribution has as yet hardly been commenced, and the equally important phase of the problem, how the cost to consumers may be safeguarded without discouraging production, is hardly as yet discussed. The appeal for conservation of food made by the President and, oft in a somewhat exaggerated form, by men of lesser eminence, at the time of present high prices will only apply to a small proportion of the population. While there is much wasteful expenditure even at this time of high prices, that expenditure only indirectly consumes food by employing labor and capital which might more profitably be expended upon an increased food production. On another page of this issue, the exceptional instance, that of the national consumption of alcoholic liquors, is discussed by Mrs. Tilton.

According to the investigations of the United States Bureau of Labor Statistics, retail prices of food jumped 39 per cent in 1916, as compared with 1907, and 16 per cent in terms of real wages; that is, if the increase in wages is set off against that of retail prices. The Standard Oil Company, in making a voluntary increase in the wages of its refinery employes of from 10 to 15 per cent last week, amounting to about one and a half million dollars a year—the fourth increase made by the company during the past year and a half—realized that a greater rather than a lesser consumption of food by the workers of the nation is the need of the hour, if their efficiency is to be preserved.

WHAT THE CHURCH OFFERS THE NATION

A FOUR-FOLD program of emergency war work has been adopted by the Commission on the Church and Social Service of the Federal Council of the Churches of Christ in America, in charge of the Rev. Worth M. Tippy, the executive secretary.

This emergency program includes the enrollment of Red Cross members, the preparation of hospital supplies, the relief of children suffering in Belgium, Armenia and Poland, and the relief of families of enlisted men. The program is to be carried out in cooperation with

the Red Cross and of all other social and civic agencies concerned in war-time social service.

What Has the Church to Offer the Nation? is the title of a statement of principles with which Dr. Tippy prefaces a leaflet on The Church's Response to the Nation, which may be had of the council at 105 East 22 street, New York city. Dr. Tippy writes:

"As the United States enters the great war, the forces of the nation are mobilizing for the conflict. What is the place of the church in this hour of crisis and danger?"

"It is to spiritualize the nation; to keep the war a conflict for righteousness, liberty and democracy; to hearten and encourage the men who go to the front, and their loved ones at home; to build a greater fellowship of reconciliation, consisting of millions who, while fighting, will love their enemies; to wage this war with the determination to make an end of war; to so hate war as to be restrained in its glorification, noble as is this conflict, lest the hold of war upon the imagination of our youth be strengthened; to give itself unstintedly to the relief of the suffering at home and abroad, which the war has brought and will yet bring upon the world."

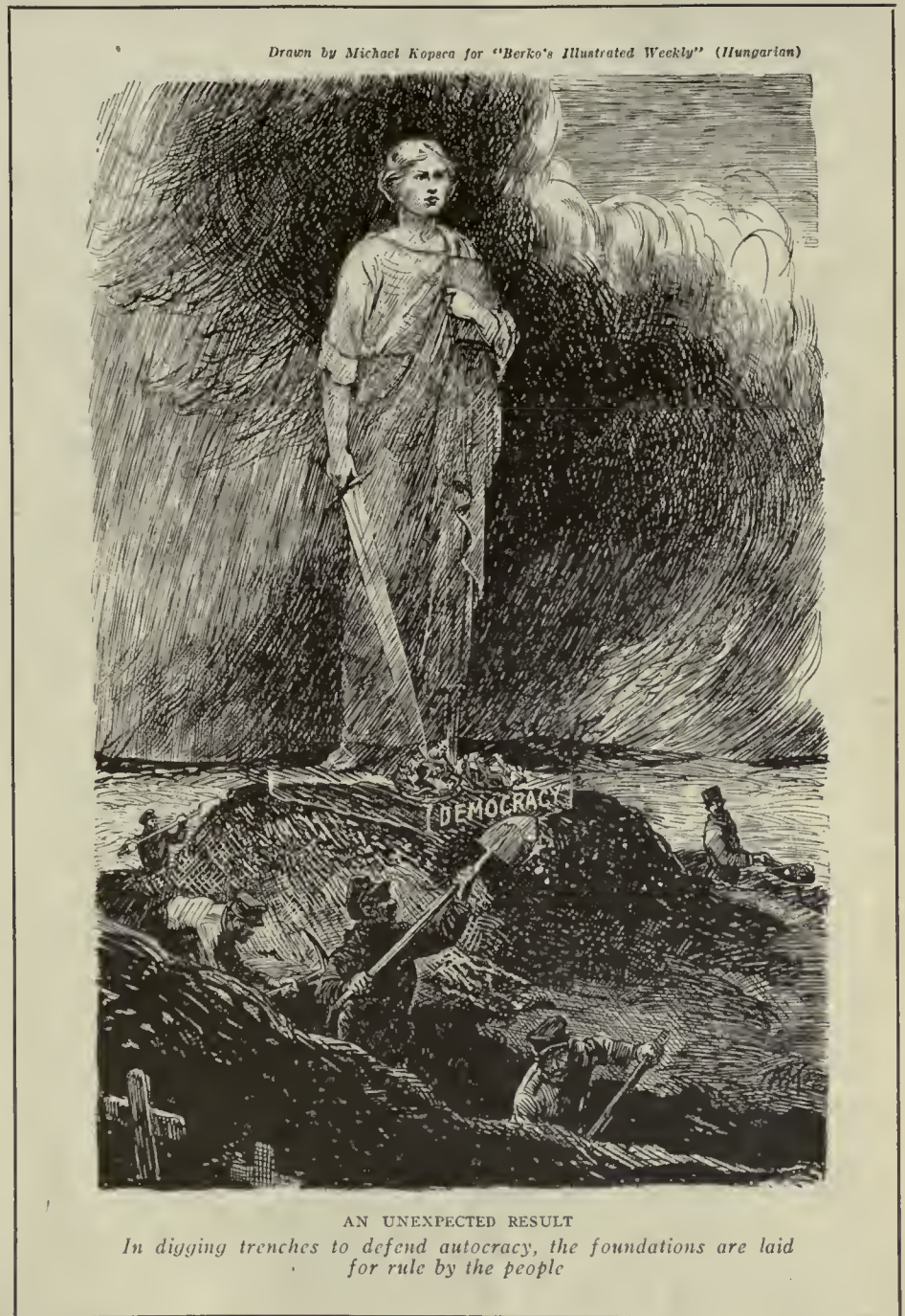
THE LITERACY TEST A BAR TO TYPHUS

THE 40,000 Mexicans living in El Paso, Texas—a number constantly on the increase—have brought about conditions of living and health which have long been recognized as a menace to the entire city. That some drastic measure of prevention must be taken was realized when the city health physician, Dr. W. C. Klutz, contracted typhus while actively engaged in keeping the disease from spreading, and died.

A conference was held of city and county officials and officers of the United States Public Health Service, and as a result Assistant Surgeon J. W. Tappan, of the Public Health Service, was loaned to the city of El Paso. He has been made public health officer and given the assistance of Dr. T. C. Galloway, who made an investigation of living conditions among the El Paso Mexicans.

The recommendation that every Mexican crossing the international bridge should take a hot bath and be thoroughly "de-loused," has been carried out for the past three months. But this did not prove as effective as had been hoped. Dr. Tappan found that some diseases, particularly typhus, had found a lodging place in the hovels of the Mexicans on this side of the river, so a new housing code was prepared which will materially improve conditions among the Mexicans and indeed in all lodging houses in El Paso.

The code provides particularly for more windows, more space to each fam-



ily, better toilets, more adequate water supply and particularly for public baths and public laundries. The last provision is made especially to guard against typhus, because the Mexicans wash their clothing in cold or warm water and it takes hot water to kill the typhus louse.

The typhus situation is by no means limited to El Paso. The presence of Mexican laborers in lumber camps makes the spread of infection a serious possibility in California and Arizona, as well as other parts of Texas. For the international bridge is by no means the only means of entry for Mexican refugees. At many points along its 2,000 miles the Rio Grande is so shallow as to allow easy passage. The difficulty of a 2,000-mile patrol is obvious.

The sudden increase of typhus infec-

tion is due to the disturbed condition of Mexico itself. For years typhus has been known to exist in the central plateau region, but rarely spread from that focus. During the past few years the migration of soldiers and their families and of refugees, with consequent misery and poverty and lack of sanitary measures, have resulted in the spread of typhus to all parts of Mexico. By the efforts of immigration and public health services and the Texas State Board of Health, it has, thus far, been restricted to Mexicans of the extremely poor class, and to a few cases of physicians and nurses who have come into direct contact with the patients.

Details of the disinfection process were given in a recent number of the public health reports by Surgeon C. C. Pierce,

of the Public Health Service, who was placed in charge of the Mexican border quarantine last summer.

The requirement of certificates of disinfection for all laborers who left a border town, and a similar certificate concerning the treatment of their baggage, will, it is believed, control the spread of typhus to the United States. Surgeon Pierce remarks that since the establishment of quarantine restriction some improvement has been observed in the appearance of passengers from neighboring Mexican towns as regards cleanliness of both person and clothing.

Also, the new immigration law will help, as it is expected to decrease the admission of Mexican immigrants through the regular channels along the border by 90 per cent. Very few will be able to pay the head tax of eight dollars, and only a small percentage will be able to read and write. The new immigration law, too, will be more effective than the housing code in preventing overcrowding.

TOLEDO VS. PENNSYLVANIA PRACTICE

THE trustees of Toledo University, the municipal university of Toledo, O., voted last week not to accept the resignation of Scott Nearing, dean of the College of Arts and Sciences and professor of social science. Professor Nearing has been sharply criticized during the past few months for his utterances on peace, several newspapers having insisted that the university was hampering its development by keeping him. He offered his resignation with the request that it take effect whenever the directors thought his continuance on the faculty became harmful to the university.

Professor Nearing, whose dismissal from the faculty of the Wharton School, University of Pennsylvania, in 1915, precipitated a nation-wide discussion of "academic freedom," wrote a letter of explanation of his attitude to the Toledo newspapers, in which he said: "Millions of people, the world over, are today seeking to overthrow German militarism. There are two methods of securing this result. The first way is to militarize all of the great nations. I am opposed to this plan because I believe that the dearest liberties of democracy must be sacrificed in the process.

"There is another method of overcoming German militarism—to promulgate a higher ideal than the ideal of militarism. . . .

"The only possible way to save the present-day world from militarism is to cut to the root of the problem and establish an industrial democracy, which, in its turn, may prove a beacon light to mankind. If we adopt militarism, we lower ourselves to the level of German militarism. If we adopt industrial democracy, we have an opportunity to raise

them to our new plane of justice and liberty. . . .

"I revere the government that represents democracy. I honor the flag that stands for liberty and justice. . . . Militarism is the madness of the past—dragging us down and destroying us. The spirit of brotherhood and good will among men is the voice of the future, calling us to a higher plane of life than humanity has ever known. To that future I have dedicated my life, and so I purpose to continue to the end of the chapter."

FEDERAL QUARANTINE ON ALL OUR BORDERS

IT IS reported that the quarantine station at Baltimore, Md., is to be transferred immediately to the federal government for administration by the Public Health Service. As the federal health service has been in charge for some time at the port of New York, pending the final negotiations between Albany and Washington for the purchase of this station, the transfer at Baltimore means that administration of quarantine at all ports of the United States is at last on a basis of uniformity and specialized preparation. Perth Amboy, N. J., Galveston, Tex., and Philadelphia still maintain stations of their own, but federal quarantine officers are on duty as well.

It has been frankly suggested that the state of New Jersey and other local administrations might, to advantage, expend the money devoted to quarantine for other phases of health work less adequately provided for. The possibility is by no means remote that troops, which have been in the *mêlée* abroad, will return to this country and will need the inspection of officers experienced in detecting exotic as well as common infections. The action necessary to insure such a quarantine guard will doubtless be quickened by this very practical necessity of protection against "evils that we know not of."

The value of federal quarantine was discussed in the SURVEY of January 8 and 22, March 4 and 25, 1916.

INSURANCE FOR AMERICAN SAILORS

THAT 100,000 merchant seamen of all nations have been killed since the war began is a statement appearing in a statement given out by Dante Barton, of the Committee on Industrial Relations. Mr. Barton points out that the number of American seamen who have lost their lives has thus far been small, but that now the risk is tremendously augmented.

In view of the immense importance of American shipping, Mr. Barton views the service of sailors on merchant ships as an exhibition of a very high degree of patriotism, and he suggests that the government ought to recognize the loyalty of these men by providing them a rea-

sonable insurance against the great risks they run.

"Is it not clear," asks Mr. Barton, "that these men who go down to the sea in ships (in this time of vastly added peril) should have insurance? Yet now they have none, and for the reason which President Franklin, of the International Mercantile Marine Corporation has given—that the risk is now so great that no insurance company will carry it. What irony, that all the financial burden of that hazardous and essential employment should fall on the poorly paid men who also give their lives! The vessels, which sometimes make several hundred per cent profits on their runs, are insured, but the seamen cannot be.

"Surely, the United States government—in loyalty to the seamen who are so valiant and loyal to it—should see to it that some way should be devised at once by which every seaman sailing from an American port shall carry, without cost to him, at least \$5,000 insurance, to be paid his relatives in case of his death, or to him in case of total or great disability. This demand, that has been voiced by the seamen's unions, should be considered a necessary incident to any just program of preparedness."

JOHN LAWSON A FREE MAN AGAIN

THREE years ago this week occurred the Ludlow battle in Colorado, followed by civil war and wholesale indictments of strikers. Few of the indicted men have been tried. By scores and hundreds, at different times, they have been dismissed. But always there remained the case against John Lawson, the strike leader, who just two years ago was convicted of murder and sentenced to the penitentiary for life. Last week the SURVEY reported the agreement signed between the United Mine Workers and the Victor-American Fuel Company, formerly its most bitter enemy in Colorado. Now comes word that the attorney-general has asked the Supreme Court to dismiss the case against Lawson.

John Nimmo, for whose death Lawson was sentenced, was a deputy sheriff, killed in the course of one of the pitched battles between strikers and deputies in the fall of 1913. It was not contended at the trial that Lawson had fired the fatal bullet, or that he was even on the scene of action. It was impossible to discover who had actually done the shooting. It was alleged by the defense that the man might have been killed by one of his fellow deputies. But Lawson was a member of the executive board of the miners' union, and the leader of the strike. He was convicted, therefore, "on the theory," as was explained at the time, that he was in charge of the strikers and, therefore, had, by inference, ordered the firing of the shot which resulted in the death of the deputy sheriff.

The judge who sentenced Lawson to the penitentiary, and who was later barred by the Supreme Court of the state from sitting in any further cases connected with the coal strike because he had been previously employed, in a minor capacity, by the coal companies, denied the appeal of Lawson's attorneys for a new trial. An appeal was then taken to the State Supreme Court on the basis of new evidence that was said to have been discovered, and also on the affidavit of a juror, who had voted to convict Lawson, that he had been coerced into so voting and had done so against his will. The case has been pending in the Supreme Court for more than a year, and in the meantime Lawson has been at liberty on bail.

WHERE HEALTH IS CHEAP AND COFFINS DEAR

A LETTER from Dr. W. W. Peter, of Shanghai, gives a glimpse of the China public health campaign through the eyes of two old Chinese women who were among the first arrivals at the big mat-tent erected to hold the throngs who came to hear and see. Over their heads was a covering of coarse matting on bamboo rafters and uprights, enough to keep off the sun but not the rain.

On three sides of the tent were hung many strange-looking pictures of well people and sick, clean homes and dirty ones, and of fleas, flies, hospitals, dirty streets and green grass. The two old women wondered and whispered.

"Can you see all of those pictures and things hung up on the walls? Let us go over there for a look," said the older woman. "My eyes burn and itch and I have to keep wiping them."

"My eyes are better now. I will tell you what those things are, for if we leave our seats someone else will come and then we shall have to stand. My feet would hurt unbearably if I had to stand long."

But before the younger woman had really started in her description of the things hanging on the wall, a woman stepped out to the front of the platform.

"Why, that is Mrs. Li, who can read characters like a teacher," whispered the older one. "What is she doing up there? The ticket said a 'foreign country man' was going to speak. And I never heard a foreign—" But Mrs. Li was speaking.

"Did you hear what she said? She spoke right out. I would die of fright if I had to stand up there like that and . . ."

Then the foreigner stepped up to speak. While Mrs. Li had opened the meeting, he could still feel the expectancy with which the women had come to that meeting. It was an event in their lives. Never before had they had such an experience. Why this mat-shed? Why all this advertising of the meetings and spe-

cial tickets which everyone had to have to get in? Who paid the foreign country man to come? Did he have a new kind of medicine to sell? What was under all of those things covered up with cloth? What was it all about?

They would continue to discuss this whole experience for many days after the meetings closed, the speaker knew. He told many facts well known—more or less—to white folk, which seemed more than extraordinary to the listening Chinese, about what not to feed the baby, and what flies do to make people sick.

By and by he came down from the platform holding a wire fly-catching box in which over 3,000 flies had been caught in five hours on the platform. When, with the box buzzing and black with flies, he passed down through the audience, the old lady and her friend carefully held handkerchiefs to their noses as they looked. They feared to recognize their old-time acquaintances.

When Mrs. Li asked the audience to stay and look at the pictures, they were more than willing. To be sure, it was past time for the noon meal, but that was a small matter. They had to stay and see all there was to see. It was all so new to them. They simply shook their heads and passed along, speechless.

Not a familiar thing did they see

till they found themselves standing before an enlarged picture of a common housefly—the kind they had heard about that morning. Now they were on solid footing. The picture measured two by three feet.

"Isn't that a fly?" asked the one with the poor eyes.

"Yes. That is a picture of a fly—the dirty kind the foreigner spoke to us about a little while ago."

"And as big as that!" exclaimed the first one. "Is that the kind of flies they have over where he comes from? Now I understand why he said, 'Flies kill people.' Of course in his country they must have many meetings and spend thousands of dollars to prevent flies. Maybe he came over to China to get away from such flies. We only have the little ones and they're harmless. Just think what it would be like if we also had flies as big as that! It would be most dangerous, and we would have to be very careful indeed."

Not that these two old women and every other one in the audience will go home and straightway make her home clean and sanitary. But all will talk about the meetings and the pictures, and the facts will slowly spread.

"The ferment of education," says Dr. Peter in closing, "in matters of health, will finally breed a holy discontent that is also wholesome."

Book Reviews

AN INTRODUCTION TO THE STUDY OF INTERNATIONAL RELATIONS.

By A. J. Grant, Arthur Greenwood, J. D. I. Hughes, P. H. Kerr and F. F. Urquhart. Macmillan and Co., Ltd., London. 207 pp. Price \$7.5; by mail of the SURVEY, \$1.

AN INTRODUCTORY ATLAS OF INTERNATIONAL RELATIONS

By Henry Clay and Arthur Greenwood. Maps by H. S. Hattin. Headley Bros.,

London. 74 pp. and 47 maps. Price 1 sh. 6 d.; by mail of the SURVEY, \$47.

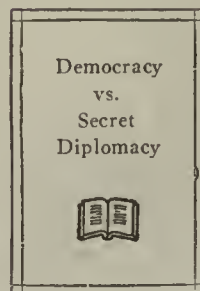
NATIONALISM AND INTERNATIONALISM
By Ramsay Muir. Constable and Co., London. 229 pp.

INTERNATIONAL FINANCE.

By Hartley Withers. Smith Elder & Co., London. 184 pp.

THE EUROPEAN ANARCHY

By G. Lowes Dickinson. George Allen & Unwin, Ltd., London. 153 pp.



The British Council for the Study of International Relations was organized soon after the outbreak of the war, with Viscount Bryce for president. In spite of the warning of such men as J. A. Hobson, Ponsonby, and other liberals, the people of England, for at least a decade, had allowed questions of domestic reorganization, industrial and economic reform, to absorb all political interest. They could not be induced to take a more than casual concern in the country's foreign problems and relationships.

Especially is this true of the working classes whose historical reading had become

almost entirely confined to English economics, and whose interest in current affairs, except for tariff questions, was in the highest degree insular. The new council, therefore, while it has been able to make use of existing machinery for the diffusion of knowledge, especially the splendid study groups of the workers' educational association, had to build practically from the foundation.

Since there were not enough teachers sufficiently grounded in this new vital subject-matter, the first effort had to be that of creating an educational literature which could be rapidly assimilated, was authoritative and, as far as possible, covered the whole field. The five volumes named above, though coming from different publishers, are part of this undertaking. The council itself has contributed a large number of pamphlets, grouped in three series: Aids to study—dealing more especially with problems of British foreign policy; countries—brief de-

scriptions of constitutions and main political concerns of different nations; and foreign—translations of important foreign essays on European issues raised by or during the war.

The difficulty of producing a textbook for general study which would present the unanimous views of its members, the council apparently did not overcome. The nearest approach to it is the joint volume named first on the list above, containing essays by five authors, for which they individually alone are responsible.

PROFESSOR GRANT, of the University of Leeds, starts off with a scholarly history of war and peace during the nineteenth century. F. F. Urquhart analyzes the causes of modern wars and traces them chiefly to the prevalence of a purely static conception of the parts played by different nations in the progress of civilization and the resulting lack of a foreign policy designed to allow freedom of movement and of growth.

He points out, on the hand of many historical examples, that secret diplomacy must stand in the way of a moral relationship of one nation to another and, as a measure of greatest immediate practical importance, advocates the creation of a well-informed public opinion upon which a more democratic tradition of statesmanship may gradually develop, inspired by the same enthusiasm for righteousness which has reshaped the internal policy of modern states.

Mr. Hughes summarizes recent discussion on the nature and scope of international law and, without understating the many practical difficulties to be met in disentangling a system of international order from the tradition in foreign policy that "might is right," gives a hopeful forecast. Disillusionment with warfare itself will bring a readier desire among the nations to convert "the unconscious formation of customary rules" into "conscious formulation of law following upon debates in conference."

Arthur Greenwood, secretary of the council, contributes two essays which are gems of clear exposition, one on international economic relations, the other on international relations and the growth of freedom. While it would be difficult to single out from so concentrated a treatment of mighty subjects points of particular interest, it is worth mentioning that none of the contributors to this series advances panaceas as sure solvents of all present or coming troubles. They are not even pacifists of clear water. Greenwood, while a convinced free trader, does not look upon the establishment of international free trade, or even the throwing open of the British colonies to unrestricted foreign trade, as practicable in the near future.

The two problems which, it seems to him, must be tackled simultaneously, in order to get rid of economic rivalry as a danger to world peace, are the development of the world's resources without encroachment by any one nation upon the interests of another, and the control of cosmopolitan economic forces, such as high finance and trading combinations. Both require the establishment of international administrative authorities, acting under an international government—even though a government only for limited purposes—which is responsible in its turn to the democracies of its constituent states.

The strongest and most original member of this cinquefoil of interpreters is P. H. Kerr, editor of the *Round Table*, who offers a most suggestive and illuminating contribution on the political relations between advanced and backward peoples. In these he sees the probable "crux of all the great international controversies of the future." His main thesis is that the enthusiastic support for all revolutionary movements among backward peoples living under the rule of more advanced nations does not in itself form a considered policy which is likely to lead

either to world peace or to world progress. "To stand aside and do nothing, under the plea that every people must be left to manage its own affairs, and that intervention is wicked, is to repeat the tragic mistakes of the Manchester school in the economic world which protested against any interference by the state to protect workmen, women and children from the oppression and rapacity of employers, on the ground that it was an unwarranted interference with the liberty of the subject and the freedom of trade and competition."

To leave a backward people alone is to invite all manner of adventurers, both from within and from without, to make a bid for power and to use unscrupulous methods of exploitation when they have acquired it.

He admits that the government of one people by another may be undertaken for domination alone. But "where there is a sufficient difference between the levels of civilization of two peoples, the more civilized power will be driven in the interests of justice and humanity to step in and regulate, at any rate for a time, the effects of contact between the two." On this ground, he justifies British rule in India and elsewhere, pointing out that the most democratic country in the world, the United States, though lacking any aggressive purpose, also has been forced time and again to intervene and to remain in more or less permanent occupation.

Joint intervention of nations as a preventive of national oppression in nearly every case has proved disastrous. While it may end for the time the suffering and mutual strife among a backward people, it does not offer opportunities for shaping healthy relations between the advanced and the backward after the former have taken over the task of government.

How not only to introduce the elements of law and order, but to advance modern ideas without simply imposing foreign standards is the chief difficulty which the governing nation has to face. It is not easy of solution, and the author does not assert that Great Britain anywhere has solved it with complete success. But by her long experience as a colonizing power she has learned that democracy is a plant of slow growth. Merely to give a constitution to a people in accordance with modern ideas and then to leave the machinery of democracy to take care of itself is futile.

Racial mixture as a means of uplift he considers even worse, though in the light of history it would seem that at times and in places civilization has advanced pretty steadily through just this happening, and many of the most highly civilized peoples of today have resulted from intermarriage between races in different stages of cultural development. Taking this view, however, it is not surprising to find that the author advocates the greatest possible amount of segregation compatible with freedom of growth under institutions suitable to the respective needs of all as the principal remedy for the troubles arising from migration of races in different stages of development.

THE Atlas of International Relationships is probably the best that could be produced at a popular price, but it shares with other shaded line maps in newspapers and magazines the disadvantage of being disagreeable to the eyes and sometimes confusing. The writer remembers seeing some years ago at the Scala Theater in London a "moving" map of the Balkans, giving a minute or so to each century. That is about the only way in which the changing and shifting fortunes of the different races and nations can adequately be visualized. The introductory notes to this atlas, by Henry Clay and Arthur Greenwood, arranged chronologically under territorial head divisions, are concise, accurate, and useful for rapid reference.

Professor Muir, of the University of Manchester, has undertaken the most difficult part of this literary enterprise, attempting within a brief space to unravel the mysteries of western as distinct from eastern civilization, to explain and follow in its development the European conception of nationality, to show the slender bridge by which the old cosmopolitanism of the pre-nationalistic era is linked to the internationalism of our own time, and to point to the dangers which threaten the future of international world government.

So ambitious an enterprise is almost bound to fail, especially if it be taken into account that the volume is intended for popular reading, not for historians who might be expected to find their way through a jungle of historical allusions by the aid of current abbreviations. Thus Macchiavelli, in their minds, stands for certain well-defined ideas of state policy, whereas to the general reader who knows only a caricature of this man, the connection of his policy with the ideas of Treitschke or Nietzsche (with which he is no better acquainted) must appear sheer nonsense. Owing to this brevity, the statements of the author on the political meaning of the Renaissance and of the Reformation are also almost certain to mislead persons unequipped with previous intimate knowledge of these great movements.

In reading this book, we were reminded again and again that historical truth lies in a balanced emphasis almost as much as in mere correctness of statement. That emphasis, in part, is given by the relative length at which different subjects are treated and in part by changes in diction. Professor Muir's essay does not suffer from lack of balance, but it is distinctly marred by an overstatement of certain tendencies and an understatement of others which at times give his interpretations, seen at a distance, the color of extreme partisanship.

For instance, if a prince is placed upon a Balkan throne by one of the Teutonic powers, he at once becomes a "princeling." The Young Turk leaders, we are informed, were "corrupt" and their "high-sounding constitutional program was only a veneer for the old tyranny." "The principle of nationality, towards which western civilization had been unconsciously working during many centuries . . . at last, during the nineteenth century, obtained a clear definition and a general acceptance, everywhere save in Germany, Austria and Turkey." He speaks of the "hard Austrian dominion" in Bohemia and fails with a single word to allude to the infinitely harsher British dominion in Ireland and Russian dominion in Finland.

THE partisanship of Professor Muir, quite understandable and forgivable, of course, is important for two reasons: First, it may serve to answer the invective of French and English writers against recent German professorial publicity and persuade belligerents to be a little more charitable and recognize that nowhere can history be written, much less broad movements be interpreted, while the battle is on; second, it is exactly due to such prejudiced generalization as is contained in this volume that among ordinary educated persons history has come into such unfortunate disrepute as a branch of science—with the result that in August, 1914, there was not in England, and there is not in the United States now, any general appreciation for the origin and meaning of the political conflict which brought about the great war.

This is the more regrettable because Professor Muir, in the same short volume, gives some definitions and leading lines of thought which are of surpassing interest and light up whole centuries of happenings with understanding, as, for instance, when he abstracts the four main features of modern western civilization: nationality as the basis for the organization of a state; struggle for

unity consistent with independence; growth of liberty of conscience and of thought; and the conquest of the globe. Nationalism is well set in juxtaposition to racialism which "rests upon an utterly unscientific basis" (though we do not see why Grimm and his school should be singled out as responsible for this "pestilent doctrine"; we find it just as strong, for instance, among Jewish Zionists, pan-Slavs, and others who have never heard of Grimm); and the difference of the cosmopolitanism of the Catholic church and the new internationalism is made very clear.

HARTLEY WITHERS has long been known as a writer on finance of unusual breadth of view and economic understanding. To him was given the task of presenting the part played by finance in international relationships. He starts out with an elementary explanation of the function of capital, for the purpose, primarily, of answering certain socialists who either undervalue its importance or consider it altogether of evil. In this connection, he allows himself to fall into an overstatement of the advantages of saving to the commonwealth and, misunderstanding the main drift of their contention, indulges in attacks on such writers as Philip Snowden and Scott Nearing which are not altogether fair.

He does not answer the principal question raised by these socialist propagandists, why the reward of abstinence from immediate enjoyment which results in the accumulation of private capital should be perennial when every other form of reward for effort is limited in duration. He admits, however, that there may be theoretically valid objections to a system of inheritance which enables a large class of the population to live and thrive entirely on unearned wealth.

The main point made in the first part of this book is that financial exchanges between nations must always be based on actual exchanges of goods or services, "that all this paper wealth only acquires value by being ultimately based on some thing that is grown or made and wanted to keep people alive or comfortable." Incidentally, he mentions the curious results of the British social and fiscal legislation in the period immediately preceding the war. "Fear of socialistic legislation at home had the humorous result of making British investors fear to touch consols, but rush eagerly to buy the securities of colonial governments which had gone much further in the direction of Socialism than we had." But the eagerness of English and French investors to place money abroad was showing signs, early in 1914, of abating considerably. There is reason to believe that even without the additional stimulus of patriotic duty, a strong reaction in favor of home investment was coming about.

Then the war, of course, changed the parts played by old and new countries, several of the latter having become enabled by war profits to buy back their own securities and, in addition, to make large loans to their former creditors. As regards the trend of events after the war, the author is full of optimism. He believes that England can very quickly regain her former position by applying the lessons taught her by the war "about the number of people able to work, whose capacity was hitherto left fallow that this country contained, and also about the ease with which we can dispense, when a great crisis makes us sensible, with many of the absurdities and futilities on which much of our money, and productive capacity, used to be wasted."

Reviewing the history of great foreign loans, the author comes to the conclusion that, with very few exceptions, they did not have the nefarious influence on politics which is often assumed but, on the contrary, seem to have been quite unable to exert any appreciable pressure on the foreign offices concerned. As a general theory, the contention

that international financial entanglements lead to war is contradicted by history on almost every point. There is probably no factor in national life making more continuously for peace and international good will. On the other hand, the absence of a power which can be exerted to enforce justice to the creditor does, at times, render foreign loans dangerous by encouraging high-handed repudiations or evasions. For this reason, Withers advocated that lenders to foreign governments should insist upon a knowledge of the purposes to which the loan is to be put, such as would be superfluous in the dealings between lender and borrower when both live under the jurisdiction of the same state which can be relied upon to enforce just claims.

The fact that rewards in finance are greatest when the transactions are most unscrupulous, Withers does not dispute; but he points out that this is equally true of home trade, industry, and professional services. The remedy which he proposes is that the ordinary citizen should be more careful in his demands upon industry, commerce, and services and less greedy in his investments.

Somehow, this does not seem altogether sufficient; one feels inclined, rather, to look to some supernational control for a prevention of the worst abuses in international finance in the same way as civilized countries have more and more equipped themselves with machinery for the control of domestic trade and prevention of the worst abuses in domestic finance. Actual restraints on the export of capital, on the other hand, the author rightly contends, would not only offer almost insuperable difficulties of enforcement but would be hostile to the interests of the state itself which ordered them, since elasticity in the machinery of foreign trading is one of the best guardians of prosperity.

The author is optimistic also in his view on the economic damage inflicted by war. For the greater part, the things and services needed for the conduct of war have to be produced as war goes on; the destruction of accumulated capital is comparatively a small item. Consequently, the great increase in productive power through the lessons of the war may be set against such losses. What is really happening in Europe today is a general retardation of progress in the enrichment of human life, rather than an actual lowering of the stage already reached. He sees an incidental advantage in the enforced self-reliance of young and under-developed countries which results from the inability of their former creditors to keep them supplied, but does not seem sufficiently to realize the seriousness of the retardation in the industrial progress of the world which this entails.

G. LOWES DICKINSON has contributed to this series a readable and fair explanation of the causes of the present war, both cumulative and immediate. This does not prevent him, however, from allowing to pass some pretty harsh comment on his country's foes which is only slightly mitigated by a later statement that it was intended to represent "the impression made on an unsympathetic mind."

It is not true, for instance, that *Realpolitik* and Machiavellianism are synonyms or that Austria "continues its political existence by force and fraud, by the connivance and the self-interest of other states, rather than by any inherent principle of vitality." Nor can the critical reviewer let pass such easy generalizations as this: "The Germans are romantic, as the French are impulsive, the English sentimental, and the Russians religious." If, for instance, you arrange these adjectives in the order two, one, four, three, the statement still remains an approximation to truth.

One fact which this book brings out with great clearness is the close relation between fear and militarism. Whether it be the fear of the rising democracy on the part of oligarchies, the fear of French revenge for Alsace-Lorraine, the fear of being left behind in the race of armaments, or the fear of being handicapped by a short delay in mobilization to which we must assign prime responsibility for the occurrence of the European war, it is quite clear that with a little mutual confidence among the nations of Europe all the really important differences which led to it could and would have been smoothed out.

Another lesson, learned from a careful reading of recent documentary history, is that to speak of the German attitude is nonsense. During the last decade of diplomacy, there have been many different attitudes to identical questions on the part of the imperial government, partly because the Kaiser "is an unstable and changeable character," partly because "he does not always get his way," and partly because circumstances alter cases. The desire for a rapprochement with England in 1912 undoubtedly was genuine; the end of the Balkan wars showed no signs of a German desire of immediate military aggression. In July, 1914, an unfortunate chain of circumstances precipitated a war which many Germans considered inevitable and a few desired, but which, with less power in the hands of a few individuals, with a more single-hearted desire for peace, could have been avoided just as previous crises were allayed.

THE blame for the war, says Lowes Dickinson, rests on Germany, because the forces of militarism in that country were less controlled than in any other, because the obsession of fear had got a stronger hold of her statesmen than of those of other countries, because her soldiers, under her system of government, came more rapidly into control at the critical moment than in any of the other countries.

The author issues a strong warning against any attempt that may be made to establish permanent peace on the basis of a crushing defeat for the enemy. The idea that a nation will accept disarmament and a sentiment of good will—such as alone can lead to safety from aggression for the future—under the heel of a conqueror, he shows as wholly contrary to the lessons of history and to common sense. The permanent settlement depends not merely on the issue of the war, but "upon what is done or left undone by the cooperation of all when the war does at last stop." The general anarchy of Europe must be recognized as the background before which the particular wickedness of this or that government stands out in hideous relief.

But if that curtain is raised and the light of order and reason, of good will and comradeship is allowed to shine in upon the world, then the breakers of the law and peace of mankind will be revealed for what they are and dealt with in justice and unimpassioned severity.

BRUNO LASKER.

AMERICAN RED CROSS TEXT BOOK ON HOME DIETETICS

By Ada Z. Fish. P. Blakiston's Son & Company. 118 pp. Price \$1; by mail of the SURVEY, \$1.05.

"The problem of nutrition is one of growing importance, not only because of the increased cost of food, but because more and more we are coming to realize that a healthy body is man's greatest asset."

Following the thought expressed in the above quotation, the author of Home Dietetics has emphasized the means of avoiding illness rather than the ways of catering to it. She has suggested very concisely the important principles involved in the cooking

of food, and so far as possible has illustrated these principles by directions for the preparation of common articles of diet. It seems unfortunate that so little space could be given to food values. The subject-matter is general and suggestive rather than specific.

A unique and valuable feature of the book is the emphasis placed on the importance of hygiene which should be observed in the handling of food to prevent the spread of disease. L. H. G.

RUSSIA IN 1916

By Stephen Graham. Macmillan Company. 191 pp. Price \$1.25; by mail of the SURVEY, \$1.33.

A prompt answer to Mr. Graham has been given by the Russian revolution. He belongs to that class of English writers who took it upon themselves to whitewash the Russian autocracy and so misrepresent all those who had fought against it for more than half a century. I do not believe that anybody cares to know *now* anything about the devotion of the Russian people to Czar Nicholas II, or about his angelic disposition and his artistic soul. H.

FOOD AND HEALTH

By Helen Kinne and Anna M. Cooley. Macmillan Co. 312 pp. Price \$1.10; by mail of the SURVEY, \$1.22.

For some years teachers in rural schools who have had no training in home economics have been waiting for a text book on foods which contained the subject-matter in simple form and so arranged that it could be used in a one-room rural school. Food and Health, by Kinne and Cooley, is written to meet this need.

The authors center the lessons around the noon lunch brought from home and supplemented with some hot dish prepared at school by the children. The book is divided into four general sections: luncheons at school, the home supper, the home breakfast, and the home dinner. No attempt is made to correlate the instruction with other school work.

For boys and girls the book has added interest, because it tells of a particular rural school in Pleasant Valley which Marjorie Allen, John Alden and other children attend. C. N.

CRIMINALITY AND ECONOMIC CONDITIONS

By William Adrian Bonger. Little, Brown & Co. 706 pp. Price \$5.50; by mail of the SURVEY \$5.74.

Dr. Bonger is a Hollander, frankly socialistic, and sure that his book "will meet with many disapproving critics" on the American side of the ocean. This will undoubtedly be the case, since Dr. Bonger holds that the great mass of criminals differ only quantitatively from persons who never get into the courts; that the part played by economic conditions in criminality is preponderant, and even decisive.

Environmental influences of special potency are, according to the author, the present economic system, arraying individuals and classes against each other; long working hours; wide extremes in income; illness, unemployment and poverty; the disruption of traditional family ties; sexual crimes, and (treated last of all and briefly in the volume) degeneracy. The cure—so far as one is possible—is similar with well-known socialistic solutions.

This book is not one for continued reading, but rather for consultation. His collection of material on the influences of environment shows monumental diligence. It presents the richest available thesaurus of arguments for the powerful influences of environment.

Produced in part in requirement for a doctor's degree in Holland, Dr. Bonger's work holds a place, by contrast, with Dr. Healy's *Individual Delinquent*, and recent

American publications like those of Dr. H. H. Goddard and Dr. Bernard Glueck, who see in many manifestations of crime the strong influences of mental deviation. Dr. Bonger recognizes to no such extent the close relation of feeble-mindedness and insanity to crime. O. F. L.

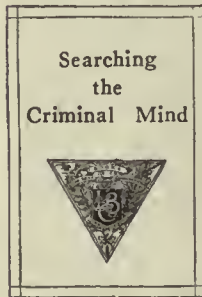
MURDER

By David S. Greenberg. The Hour Publisher, New York. 626 pp. Price \$1.50; by mail of the SURVEY \$1.63.

Probably the title, and the fact that Mr. Greenberg is also author of the very interesting book, *A Bunch of Little Thieves*, which appeared some time ago—are responsible for the selection of a reviewer from the field of delinquency. Murder belongs to the field of criminological literature no more than does Brand Whitlock's *The Turn of the Balance*. But as literature, it is poorer than the latter in style, characters, situations and dramatic force. Some of the *dramatis personae* and much of the staging are unconvincing. As a revolt against society it fails the heroic and becomes rather nagging. It is unnecessarily long and filled with details that are interesting neither as literature nor as psychology, nor as sociology. The author's very intimate knowledge of institutional life and of East Side characters might have been used to better advantage. P. K.

STUDIES IN FORENSIC PSYCHIATRY

By Bernard Glueck, M.D. Little, Brown & Co. 269 pp. Price, \$2.50; by mail of the SURVEY, \$2.62.



Dr. Glueck has offered us in this second volume of the *Criminal Science Monographs* studies of cases seen by him, together with critical surveys of special literature belonging to the subjects he discusses. Over a score of case histories are given in more or less detail and are grouped as be-

longing to the four types of problems concerning which the author has gathered this material of great practical interest for criminologists. The book consists of a short preface which we wish might be read and appreciated by all jurists who hear criminal cases and by all officials who consider the question of pardon and parole. Then come five chapters on the main topics: Mental ailments of prisoners; courtroom aspects of the monomania for litigation—a form of insanity little known to the laity; a clinical study of simulation of mental disease; and the analysis of a case of kleptomania.

Dr. Glueck very wisely sees that a great deal more work has to be done on special topics in clinical criminology before foundations for radical reforms in court procedure and penal institutions can be safely laid. Studies of the kind that he has made we need in great abundance. Special types of characteristics and traits must be discovered and outlined with the greatest care that all may know and recognize them. Better than that, the genesis of these variations from the normal should be of chief concern to the student of the pathology of conduct. The path to better accomplishment in handling our offenders is to be blazed only by studies of what the offender is, plus equally careful studies of what caused him to be what he is.

Here, for example, is the chronic simulator. Through scientific investigation his type is determined; we trace what this given sort of an individual may produce in the way of a

career. But, after all, and in the long run of social adjustments, the genesis of his established peculiarities is essential for bringing about readjustment in the case—to say nothing of preventing such unfortunate reactions in other cases where similar backgrounds in experience or personal make-up may obtain. As the physician put it, the rational and efficient treatment of an ailment requires knowledge of its special etiology.

Dr. Glueck's point of view is brought out clearly enough in the following sentence taken from his preface: "One desires only to express the hope that the time is not far distant when our penal and reformatory institutions will likewise serve the purpose of clinics for the study of the delinquent, and that such clinical instruction will form part of the curriculum of at least every public instructor." Almost prophetic words, these, from the one who by the time his book was published was himself at the head of one of the principal efforts in this country to study prisoners. He was appointed director of the psychopathic department at Sing Sing.

Criticisms might be offered of minor points in the literary construction of this work, such as the lack of unity which has resulted from the author's obvious development of the different topics at separate times and his failure to work the material over into a sequence of coordinated chapters; and of his occasional carelessness in phraseology. But these have nothing to do with the main fact—the value of his work. Dr. Glueck, in painstaking fashion, throws light of much practical worth upon obscure places in the science of criminology.

WILLIAM HEALY, M. D.

ELIZABETH FRY

By Laura E. Richards. D. Appleton & Co. 205 pp. Price \$1.25; by mail of the SURVEY, \$1.34.

The utter inability of the reader to tell how much of this book is fact and how much is Mrs. Richards' (witness the scholarly letter written by the "screaming, swearing" women prisoners at Newgate, which is presented with no question as to its having actually been written by them) is its chief defect. My guess is that it will entrance many a child and tell him absorbing things that he will not learn in his school history.

The book is largely composed of extracts from the journals of Elizabeth Fry and her sisters, which account for the vividness of the picture it gives. Imagine the shock to one's reverence for the tradition that Elizabeth Fry has become, to read in her diary, written when she was seventeen: "Company to dinner. I must beware of not being a flirt, it is an abominable character; I hope I shall never be one, and yet I fear I am one now a little." And again: "I must not mump when my sisters are liked and I am not."

In the days of her fame, when the king and queen of France paid homage to her good works, this Quaker woman uttered one maxim in the course of a report on French prisons that might well be hung on the walls of our modern prison commission offices: "When thee builds a prison, thee had better build with the thought ever in thy mind that thee and thy children may occupy the cells." W. D. L.

THE NEW CITIZENSHIP

By Percy Mackaye. Macmillan Company. 92 pp. Price \$.50; by mail of the SURVEY \$.54.

Percy Mackaye's "civic ritual" of new citizenship and of the first voter, is perhaps a minor work from its author's standpoint. But it is an important contribution to American pageantry and to public ceremonial. In his eloquent preface the author says: "The form of the ritual developed itself from the simple precedents of the old American town-

meeting." There are symbolical persons, Liberty and America; the states are represented by powers; Jefferson, Franklin, Washington, Lincoln and one living president of the Republic speak in their own historic words. The new citizens are immigrants in the main, and Percy Mackaye has achieved a golden mean of suggestion: the immigrant cultures are given full honor and these inheritances are united in an American soul richer than any the world has known.

The pageant ritual is very simple and would permit of local additions in nearly every part of the country. The need to dignify voting and naturalization has become generally recognized. This civic ritual shows how this may be done, and in his preface and appendix, Mr. Mackaye gives forceful reasons why it must be done. J. C.

SOCIETY'S MISFITS

By Madeleine Z. Doty. Century Company. 255 pp. Price \$1.25; by mail of the SURVEY, \$1.35.

With the main thesis of Miss Doty's book—that the explanation of the criminality of many offenders is to be found, not in any inherent viciousness in the criminal himself, but in the conditions under which he grew up—all persons of experience in dealing with offenders and with penal institutions will agree. Society is becoming more and more conscious that a certain percentage of crime might be prevented were safeguards of va-

rious kinds thrown about young persons, particularly about dependent children.

Some criminologists believe that this percentage of crime is very large; others think that while it is by no means negligible, it is relatively much smaller than the percentage due to an impaired physical, mental or spiritual heredity, which would make a normal line of conduct, whatever the environment, dubious. Every attempt, however, to draw the community's attention to this need deserves hearty welcome.

But if public interest is to be roused to correct something, it must be made plain just what it is that is to be corrected. Miss Doty's readers will expect from her a further, more conclusive and definite statement as to present conditions in reformatories.

The dropping of self-government at Auburn, after only one attempt, seems rather disappointing, especially in view of the determination and spirit shown by the prisoners themselves. It is also surprising to find that the George Junior Republic is not mentioned in connection with the description of the Little Commonwealth in England, which was based on the idea and plan of the American experiment. This book presents the commonwealth as an English plan that America would do well to imitate.

Nevertheless, the book should stimulate a general determination to speed the day when every child shall have all possible assistance toward right living from the community. A. C.

be killed at any cost. This is the purpose revealed.

Now as to methods. "It has made this education compulsory." Meetings are to be either during or after school hours, as the committee may decide best. The meetings "shall avowedly admit these principles and facts as their motive." "The speakers shall be chosen with the knowledge that their views coincide with the spirit of these resolutions," and "At such meetings there shall be no debate." In other words, the children of Cleveland are compelled by law to listen to a one-sided, hysterical appeal to murder. Those who believe that Christ meant it when he said, "Peace on earth, good will to men" will not be allowed to speak.

To my mind this course seems hardly consistent with the high-sounding phrases elsewhere in the resolution, that "the prerequisite for defense is education," that "clear thinking is the need of the hour," and something about our "priceless heritage" obtained by "the sacrifice of our fathers." I had believed that that heritage was liberty, freedom of conscience and free speech. I can only believe that this action of the Board of Education of Cleveland is an unwarranted, intolerable effort to conscript the minds of our children.

SEDLLEY HOPKINS PHINNEY.

Cleveland.

MISPLACED CREDIT

TO THE EDITOR: I have just finished reading the report of the so-called church vice crusade in San Francisco, published by you in your issue of March 17. I confess to surprise that you, who I believe are usually careful in such matters, let such an article slip by into your ordinarily reliable news columns. I should hate to think that the little phrase in the last paragraph "Dr. Smith reports" explains the entire trend of this article.

The casual reader would be led to suppose that nothing previous to the action of the church federation, to which almost entire credit is given, had ever been done in San Francisco. Previous articles in your own columns during the past few years would belie this impression to your more regular readers—incomplete as even those articles have occasionally been.

In fact, the first paragraph of the article would almost seem to cast a slur upon any former attempts, especially those in connection with the legislative campaign carried out by the campaign committees for the Redlight Abatement Law, the Women's Christian Temperance Union, and other organizations. The Law Enforcement League is barely mentioned, and the wonderful pioneer work of Franklin Hichborn, Rev. Charles Lathrop and others is ignored. In the account of the publicity campaign and mass meeting (which, by the way, were relatively much more important than the more picturesque gathering of women of the underworld at the Central Methodist church which was so fully reported) the name of Bishop Walter Sumner of Oregon is not even mentioned. If it had not been for Bishop Sumner's presence in the city, his activity there, and especially his ringing address at this mass meeting, it is doubtful whether the results, even such as they are, would have been possible. Bishop Sumner, in spite of the rather conservative attitude of his denomination in California, spoke frequently on the subject while in attendance at a convention there, and had a two-hour interview with Mayor Rolph, solicited by the latter. Mayor Rolph later attended one of his lectures on the subject at the local seminary.

I feel that the names of Mrs. May Cheney, Julia George, Rudolph Spreckels, Warren Olney and Bascom Johnson should also be mentioned in any such report.

I should imagine that with the long expe-

Communications

SWAT THE FLY

TO THE EDITOR: This is the advertisement I put in our local papers ten days ago:

FRESH-KILLED FLIES WANTED!

I heartily second the *Intelligencer's* plea for swatting the flies early.

The suggestion to set the children hunting them is excellent.

In order to make such a hunt profitable for the boys and girls, I'll pay one cent apiece for the first 500 fresh-killed houseflies delivered to my garage by Doylestown boys and girls.

First come, first served.

LEIGH MITCHELL HORGES.
State and West streets.

The second day a farmer boy living near town telephoned me he had killed 700 flies in their third story that morning. He was not eligible, as he didn't live in town, but I paid him \$1 for the lot. It was worth much as a sample of what supplies the annual summer swarm. Within a week my \$5 was exhausted and still they came.

I think we might make some real headway against this death bearer if, about this time of year, newspapers or public-spirited individuals in every town and city would offer to pay for fresh-killed breeders.

I know of no better way of passing along the suggestion than by sending it to you.

LEIGH MITCHELL HORGES.

Doylestown, Pa.

A WORD TO SOCIAL WORKERS

TO THE EDITOR: Those who for years have been giving time, strength and money for the promotion of causes that they believe are developing the sense of solidarity and mutual good will, on which the success of democracy

depends, have been somewhat perturbed of late by receiving hurry calls asking what they are willing to contribute to their country in time of need.

To them the time of need has ever been present, and their work has been conscious service for the country they love and the democracy they believe in.

Yet wise leaders are the ones able to use tides of enthusiasm to promote ends for which they have struggled so often against indifference or opposition.

This country-wide census of both men and women offers great opportunities for securing recruits for the endless fight against evil conditions at home as well as abroad.

There is danger lest some social workers imitate the spirit of the elder brother in the parable of the Prodigal Son, and so lose the chance to cooperate with the newly aroused ardor of the heretofore indifferent.

EDITH M. HOWES.

Brookline, Mass.

MENTAL CONSCRIPTION

TO THE EDITOR: In view of your thorough article of March 24 on the declaration of principles and action of the Cleveland Board of Education as to school loyalty meetings, I feel that a few words must be said. In the first place, the action of the board was not unanimous, three members being opposed. In the next place, this action is opposed by the Socialist party and by most of the liberal elements of Cleveland.

The board tacitly admits its purpose when it speaks of "limiting the liberty of the individual for the welfare of us all." Reading further, we see that "voices and influences making for cowardice and national immorality are abroad in the land which must be killed at any cost." We see, then, that the liberty of the individual is to be restricted, and that influences making for peace must

rience which the SURVEY must have had with such matters it would have occurred to the editor that any statement involving such a bald assignment of credit as was included in the first paragraph of this article was likely to draw just such a letter as this, and perhaps many others. Only to an article containing such statements would I think of answering as I have above.

THOMAS D. ELIOT.

[Assistant Professor of Political and Social Science, State College of Washington] Pullman.

BE PREPARED!

TO THE EDITOR: Preparedness is the watchword of today. Unfortunately the popular association of the term is with the military forces, but it should be the motto of the peace forces as well. The old adage was, in time of peace prepare for war. Why should not the reverse also be true, and in time of war prepare for peace, be just as good a slogan? The reconstruction must come some time, why not be prepared for it?

The old order was from government to people, the spirit of democracy is from people to government. Which will be the policy of the reconstruction? The outgrown, warring governments of today are certainly not the fit source of reconstruction. They need reconstructing themselves to adjust to the internationalism and industrialism of the times. The world can never rightly solve its problems of today with the sword. The sword seemed to be the only effectual remedy in the old era of territorial conquest, but industrial conquest demands science and intellect. The man or the woman with the conquering mind instead of the conquering sword should be the hero and the heroine of the hour.

Within the past quarter of a century or a little more there are a number of organizations that have grown to be international—the Christian Endeavor, the Sunday School Association, the Y. M. C. A., Y. W. C. A., W. C. T. U., Socialists, the labor forces, Boy Scouts, the Woman's Peace Party—are examples that come to my mind on the spur of the moment. There are others of as vital importance. Why should not these international organizations get together and shake hands with each other in the interest of the world and from this source be gathered the members of a reconstruction congress or convention? If, say, three or five delegates were sent from each organization, there would be gathered together an assemblage of people quite as capable and efficient to give to the world a world court, a league of nations or a world constitution, which-

ever it may turn out to be, as any assemblage drawn from political sources.

Why not urge such a congress or convention while the nations are asleep to the needs of the people behind their bulwark of war? Why wait for the close of the war to create such a work "by the people" and "for the people"? At the close of the war, when nations lie wounded and bleeding and swamped by national debt, there will be a lot of time wasted and probably a number of delicate diplomatic questions will arise before such a congress can be gotten together from an official source. This plan would not only save time and diplomatic controversy, but might also serve as a means of terminating the war more speedily and give the peace advocates something tangible to rally around and offer in place of the sword for the world's advancement, thereby demonstrating the value of the new heroism, that to live for a cause is greater than the old heroism, to die for a cause.

LAURETTA M. ZEITLER.

Washington, D. C.



SOCIAL studies of delinquency, health, poverty and the work of visiting nurses made by Sidney A. Teller, head resident of the Irene Kaufmann Settlement, Pittsburgh, will be on exhibit during the National Conference of Charities and Correction in June.

THE Massachusetts Board of Education, in a recent report, recommends the establishment of a bureau under the direction of the board to provide facilities for training persons injured through industrial accident. The expense of such a bureau for the first year is estimated at \$17,000.

THAT Massachusetts is not planning to let down standards protecting child laborers during war may be indicated by the vote of 15 to 4, by which the state Senate passed a bill requiring children between 14 and 16 to attend compulsory continuation school four hours each week. Passage through the House is expected to be easier than through the Senate. The Massachusetts Teachers' Association carried on the campaign.

A SERIES of conferences in various sections of the country in the interest of improved rural schools and conditions of rural

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life is being held this year by the federal Bureau of Education. These are part of the nation-wide campaign being conducted by the Department of the Interior, of which the bureau is a part, for the improvement of rural life. It is the desire of the commissioner of education to have a good representation of business and professional men as well as educators take part in these conferences.

THE Bible Film Company, of Las Vegas, N. M., producers of religious motion pictures to be circulated exclusively among churches, Sunday schools, Y. M. C. A.'s, and similar institutions throughout the country, has created a board of censors. This board, which is inter-denominational in personnel, will, declares an announcement by the company, censor and finally pass upon every foot of the company's output.

ALL America Helps, a Union for Government Aid to War Victims, is the name of a new organization in California. It proposes to have introduced in Congress an amendment to the public buildings bill which would transfer to the relief of non-combatants in Europe the sum of \$35,000,000 now allotted for post-offices and court houses which are not needed. Elizabeth Gerberding, of San Francisco, is president.

RESEARCH studentships of a limited number and to the value of \$275 and tuition each, are announced by the Department of Social Investigation of the Chicago School of Civics and Philanthropy. Both lecture courses and field work are required and applications, accepted only from college graduates, must be filed by May 1. Information and blanks may be had of the school at 2559 South Michigan avenue, Chicago.

A CAMPAIGN for the Conservation of Human Life is proposed by the Federal Council of Churches. Preliminary announcements include a study of causes and conditions; acquaintance with agencies in the public health field and the cooperation of churches with them; the preparation of leaflets, social exhibits, motion pictures, textbooks and a monthly publication. The director is the Rev. Charles Stelzle, 105 East 22 street, New York city.

CHELSEA neighborhood, a community of 180,000 people on the lower west side of New York city, is to have a health census taken by regular agents of the Metropolitan Life Insurance Company, directed by Dr. E. H. Lewinski-Corwin, chairman of the health committee of the Chelsea Neighborhood Association, and Lee K. Frankel, of the company. Dr. Frankel directed the health surveys in Rochester, Boston and the state of North Carolina as well as that now under way in the rural districts of Louisiana.

WAR, says the *Legislative News*, published by the Public Charities Association of Pennsylvania, throws upon public and private charities a vastly increased burden of the mental and physical defectives at large in the community. "Why not conserve the resources so terribly needed for other purposes by providing opportunities for these unfortunates to help support themselves and at the same time prevent them increasing their kind? The Village for Feebleminded Women, at Laurelton, is one step in this direction. State farms for misdemeanants, to take them out of idleness in jails, is another."

MORE than 4 per cent of the children in the rural schools of a single county in California are mentally defective, according to a recent study of retardation. This is unusually high, though an earlier investigation had estimated the proportion of mentally

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defective school children in Oakland, Cal., at 3 per cent. The county investigation (the name of the county is withheld) was carried out under the supervision of Lewis M. Terman, of Stanford University, for the State Board of Education. Professor Terman says it was based on "the most conservative criterion as to what constitutes feeblemindedness."

COUNSEL for defendants in criminal cases who are too poor to hire lawyers will be provided by the Voluntary Defendants' Committee, formed in New York city, and including several men who have been assistant district attorneys. The committee will not only defend needy defendants in criminal cases, but will also employ attorneys and in-

vestigators who will offer their services to the criminal courts in cases where the law provides for the assignment of counsel to the defendant, and will "assist others engaged in like efforts." The chairman is Nathan A. Smyth.

HIGH cost of living and bad housing conditions, especially in larger cities, gave the socialists a considerable increase of votes at the recent local elections in Norway. In Christiania, they secured 45 seats on the city council out of a total of 87, chiefly at the expense of moderate progressive parties, the conservatives more or less holding their own. Taking the country as a whole, the socialists now occupy 2,480 seats out of a total of between twelve and thirteen thou-

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sand. In the rural districts, dissatisfaction on the part of the farmers with the government system of embargo on foodstuffs and of maximum prices and the difficulty of securing labor due to the high wages offered by industry, made for an increase in conservative, anti-government votes.

SOME interesting tendencies of the motion picture industry are suggested in the annual report of the National Board of Review of Motion Pictures. The development of the serial pictures was one of the characteristics of the year. A few of the companies showed a tendency to lay the emphasis on the story, rather than on the star. The tendency in subject matter was shown in the increased use of dramas and plays which had been successful and the fact that a number of novelists and dramatists entered the motion picture field. That public interest in motion pictures has increased was illustrated in the great amount of space given in newspapers to motion picture news and criticism. There was an increase the latter part of the year in the production of films considered by the review committees suitable for the family group and young people.

RECENTLY formed at Clifton Springs, N. Y., the Society for the Promotion of Occupational Therapy has as its officers: president, George Edward Barton, of Clifton Springs, formerly chairman of the Committee on Occupations at the Papenvoort Model School in Belgium; vice-president, Eleanor Clarke Slagle, director of the occupational experiment station of the Illinois State Society of Mental Hygiene; secretary, Isabel G. Newton, of Clifton Springs; treasurer, Dr. W. R. Dunton, Jr., of the Sheppard and Enoch Pratt Hospital, Towson, Md.; chairman of international committee, to keep in touch with other similar societies, T. B. Kidner, vocational secretary of the Canadian Military Hospitals Commission, Ottawa; chairman of committee on admissions, Susan C. Johnson, director of occupations on Blackwell's Island, N. Y., recently director of the technical division in the Philippines.

THE National Alliance of Employers and Employed is the official name of a new statutory organization under the British Board of Trade. For the present, its main function is to secure the reinstatement on satisfactory lines of soldiers and munition workers at the end of the war. At least part of its expenses are to be paid out of money provided by Parliament. The central board is to be composed to the extent of two-thirds of representatives of employers and employed, and the remaining third to be nominated by different government departments. The increasing rapprochement of capital and labor under the stress of war may be illustrated further by a manifesto recently issued by the British Council for Christian Witness on Social Questions and signed by more than a hundred well-known citizens. One of its clauses reads: "We believe that one main requisite for industrial justice and peace is the association of labor in the management of industry—at least so far as conditions of work are concerned. It is desirable that the special knowledge possessed by labor in regard to some of the conditions of industry should be available for the more efficient conduct of the business."

COMMERCIAL lyceum bureaus in Wisconsin, Minnesota and North Dakota have almost been put out of business by the entrance of the state universities into that field as an educational function. President Frank L. McVey, of the University of North Dakota, writes to the SURVEY that "so far as I know there is only one lyceum bureau operating in the state and it has only a few courses, less than half a dozen." During the present

(Continued on page 82)

Classified Advertisements

SOCIAL WORKERS' EMPLOYMENT EXCHANGE: The Department for Social Workers of the Intercollegiate Bureau of Occupations registers men and women for positions in social and civic work, the qualifications for registration being a degree from an accredited college, a year's course in a professional school training for social or civic work, or experience which has given at least equivalent preparation. Needs of organizations seeking workers are given careful and prompt attention. EMELYN PECK, MANAGER, 130 East 22d St., New York City.

SITUATIONS WANTED

CAMP DIRECTOR, also expert physical training instructor, seeks position where executive ability and knowledge are essential. Address 2490, SURVEY.

POSITION as superintendent of an institution for children or of a child-placing society. In the forties, and have had twenty years' experience in child welfare work. A college graduate. Accustomed to public speaking. Aim is to secure a position of larger opportunities. Fourteen years in one position. Address 2500, SURVEY.

COLLEGE and law graduate with post-graduate work sociology and economics. Age 33, married. Experience; law office, settlement and newspaper work, 3 years bureaus of municipal research, 7 years publication work, now secretary state propaganda committee. Address 2501, SURVEY.

MAN AND WIFE, thoroughly versed in modern institution methods, seek appointment as Superintendent and Matron of Orphanage located in country. Address 2493 SURVEY.

HELP WANTED

WANTED experienced man for Superintendent Home for Crippled Children, CONNECTICUT CHILDREN'S AID SOCIETY, 60 Brown Thompson Building, Hartford, Conn.

THE POSITION OF GIRLS' WORKER in a large, well-equipped social settlement will be open June 15th. Must be mature and have had some experience in social work. Jewess preferred. Give full information in your application as to experience, salary expected, references, etc. Address 2496 SURVEY.

SOCIAL SERVICE NURSE. Must speak Yiddish. Opportunity for person with initiative. Address 2498, SURVEY.

WANTED: Graduate nurse, Church-woman, young, with executive ability, to manage a new farm for convalescent women, near large city. Apply 2499, SURVEY.

WANTED: Supervisor for boys from 9 to 15 years in an institution. Must have had experience. Apply INDUSTRIAL SCHOOL ASSOCIATION, 141 South Third Street, Brooklyn.

BOOKS

A new book—AMONG THE IMMORTALS. What they are doing in the "Many Mansions." How souls work out their salvation after death. Christ preached to the spirits in Prison—1 Peter 3-19. \$1.50, postpaid. The Author, Box 740, Tenafly, N. J.

This war has been declared in the name of liberty and democracy. Let us not undermine our own liberty and democracy by adopting

CONSCRIPTION!

The volunteer system is the only just, democratic, and effective means of raising an army.

Congress is considering a bill to draft an army of one million youths, between 19 and 25 years of age, presumably for service in Europe with the Allies.

Compulsory military service is unjustified:

It conscripts conscience. It forces a man to kill against his will. It makes adherence to personal religious conviction a penal offense. Those who refuse to serve are subject to court-martial and imprisonment.

True patriotism demands a united country. This principle will not unite the country in carrying on the war; it will divide it. Conscripted men may fight for territory, but only free men can fight for ideals.

Canada, with a population less than New York State, has raised 400,000 without conscription; Australia, with a population less than Illinois, 250,000 without it, and recently defeated conscription for over-seas duty by an overwhelming vote of the people. Even Germany has never conscripted men for over-seas military service.

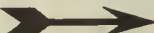
Lieut.-Gen. Nelson A. Miles and other military authorities oppose conscription as unnecessary and ineffective. Volunteering is our American tradition. Volunteering can be controlled and guided to build up an efficient army.

Is our cause so weak that not enough men can be found to volunteer?

We believe the great majority of the American people are opposed to conscription and in favor of the volunteer principle. If that is your conviction, **HELP DEFEAT CONSCRIPTION NOW:**

1. By writing or wiring your senators, congressmen and the President.
2. By getting others to do so.
3. By getting organizations to take action.

ACT NOW. KEEP UP YOUR PROTEST UNTIL CONGRESS DECIDES.

CUT THIS OUT AND MAIL 

This advertisement is paid for by the voluntary contributions of patriotic Americans who believe that patriotism demands the maintenance of our democratic institutions and individual liberties.

We need money now to carry on this campaign.

Send Your Contribution to the

**American Union Against
Militarism**

**641 MUNSEY BUILDING
WASHINGTON, D. C.**

To the American Union Against
Militarism.
641 Munsey Bldg.,
Washington, D. C.

I am opposed to CONSCRIPTION and will send my protest to Congress.

Signed

Street Address

City

State

Enclose whatever contribution you can send to help this campaign.

JOTTINGS

(Continued from page 80)

session this university booked 123 courses with a total of 572 dates and estimates that it reached 120,000 people. While all the bureaus that were operating in Wisconsin in 1909, when the state university began its lyceum work, are still operating, "practically all of them," writes Louis E. Reber, dean of the University Extension Division, "have a very much smaller volume of business." In Minnesota, writes Richard R. Price, director of the General Extension Division, "it is probable that commercial bureaus are not reaching more than twenty-five or thirty towns this year, while we are reaching 137." Each of the universities offers its courses at low cost and the work is not always self-supporting.

THE photograph of the nurses graduating from the Naval Military Hospital Training School in Guam, which appeared in the SURVEY for March 24, was used by courtesy of the surgeon-general of the United States Naval Medical Corps. The credit line was by some oversight omitted.

PERSONAL AND PROFESSIONAL

FRANZ SCHNEIDER, JR., of the Department of Surveys and Exhibits, Russell Sage Foundation, has been assigned to the Community Health Demonstration in Framingham, Mass., to assist in the sanitary study of the city with special reference to tuberculosis. This study will continue for about two months, and will include a thorough analysis of ten years' vital statistics; test on birth registration; detailed analysis of the birth-rate and mortality of infants under one year, and computation of mortality rates for selected districts; an analysis of communicable diseases, case-rates and fatality; school and industrial hygiene and rural sanitation.

DR. EDWARD W. RYAN, who had charge of the American Hospital in Belgrade during the outbreak of typhus in Serbia last year, has been put in charge of sanitary and relief work at Saloniki in territory occupied by the Allies. Relief work is not permitted under American supervision in German or Bulgarian territory. With the immediate relief work, an attempt will be made to put on a permanent basis the sanitary work begun in Serbia two years ago under the American Sanitary Commission.

PAMPHLETS

THE KING OF GOVERNMENT THAT SECURES PROSPERITY. By John C. Havemeyer, Yonkers, N. Y.
EDUCATIONAL DIRECTORY, 1916-17. Department of the Interior, Bureau of Education. Price 20 cents. Government Printing Office, Washington, D. C.

THE FELLOWSHIP INTERNATIONAL. Handbook with songs of citizenship. Price 5 cents. Bouck White, House of the Internationalists, 125 West 21 street, New York City.

COOPERATIVE MEDICINE IN RELATION TO SOCIAL INSURANCE. By James L. Whitney, M.D., San Francisco.

1. DISENTANGLING ALLIANCES. 2. PREPAREDNESS AGAINST THE REBARBARIZATION OF THE WORLD, by Oscar S. Straus. 3. SOCIAL PROGRESS DE-

(Continued on page 83, last column)

INFORMATION DESK

The following national bodies will gladly and freely supply information and advise reading on the subjects named by each and on related subjects. Members are kept closely in touch with the work which each organization is doing, but membership is not required of those seeking information. Correspondence is invited. Nominal charges are sometimes made for publications and pamphlets. Always enclose postage for reply.

Health

SEX EDUCATION—New York Social Hygiene Society, Formerly Society of Sanitary and Moral Prophylaxis, 105 West 40th Street, New York City. Maurice A. Bigelow, Secretary. Seven educational pamphlets, 10c. each. Four reprints, 5c each. Dues—Active \$2.00; Contributing \$5.00; Sustaining \$10.00. Membership includes current and subsequent literature; selected bibliographies. Maintains lecture bureau and health exhibit.

CANCER—American Society for the Control of Cancer, 25 West 45th St., New York City. Curtis E. Lakeman, Exec. Secy. To disseminate knowledge concerning symptoms, diagnosis, treatment and prevention. Publications free on request. Annual membership dues \$5.

COMMITTEE ON PROVISION FOR THE FEEBLE-MINDED—Objects: To disseminate knowledge concerning the extent and menace of feeble-mindedness and to suggest and initiate methods for its control and ultimate eradication from the American people. General Offices, Empire Bldg., Phila., Pa. For information, literature, etc., address Joseph P. Byers, Exec. Sec'y.

MENTAL HYGIENE—National Committee for Mental Hygiene, 50 Union Square, New York City, Clifford W. Beers, Sec'y. Write for pamphlets on mental hygiene, prevention of insanity and mental deficiency, care of insane and feeble-minded, surveys, social service in mental hygiene, State Societies for Mental Hygiene. Official quarterly magazine, *Mental Hygiene*, \$2.00 per year.

NATIONAL HEALTH—Committee of One Hundred on National Health. E. F. Robbins, Exec. Sec'y., 203 E. 27th St., New York. To unite all government health agencies into a National Department of Health to inform the people how to prevent disease.

TUBERCULOSIS—National Association for the Study and Prevention of Tuberculosis, 105 East 22nd St., New York. Charles J. Hatfield, M. D., Exec. Sec'y. Reports, pamphlets, etc., sent upon request. Annual transactions and other publications free to members.

THE AMERICAN SOCIAL HYGIENE ASSOCIATION publishes a quarterly magazine, *SOCIAL HYGIENE*, dealing with such problems as prostitution, venereal diseases and sex education; annual subscription \$2.00, single copies 50c; also a monthly news *Bulletin* at 25c a year. Publications free to members. Annual membership \$5.00; sustaining \$10.00. Information upon request. W. F. Snow, M. D., General Secretary, 105 West 40th Street, New York City.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING. Object: to stimulate the extension of public health nursing; to develop standards of technique; to maintain a central bureau of information. Publications: *Public Health Nurse Quarterly*, \$1.00 per year; bulletins sent to members. Address Ella Phillips Crandall, R. N., Executive Secretary, 600 Lexington Ave., New York City.

THE AMERICAN RED CROSS—Through its Town and Country Nursing Service, maintains a staff of specially prepared visiting nurses for appointment to small towns and rural districts. Pamphlets supplied on organization and administration of visiting nurse associations; personal assistance and exhibits available for local use. Apply to Superintendent, Red Cross Town and Country Nursing Service, Washington, D. C.

PUBLIC HEALTH—American Public Health Assn. Pres., William A. Evans, M.D., Chicago; Sec'y, Prof. S. M. Gunn, Boston. Object "To protect and promote public and personal health." Seven Sections: Laboratory, Sanitary Engineering, Vital Statistics, Sociological, Public Health Administration, Industrial Hygiene, Food and Drugs. Official monthly organ, *American Journal of Public Health*; \$3.00 per year. 3 mos. trial subscription (to Survey readers 4 mos.) 50c. Address 126 Mass. Ave., Boston, Mass.

EUGENICS REGISTRY, Board of Registration. Chancellor David Starr Jordan, President; Dr. J. H. Kellogg, Sec'y; Professor Irving Fisher, Dr. Charles B. Davenport, Luther Burbank, Professor O. C. Glaser, Exec. Sec'y. A public service established and maintained by the Race Betterment Foundation in cooperation with the Eugenics Record Office for the growth and spread of knowledge about human inheritance and its applications in the field of eugenics. Literature available. Registration blanks for those who desire an inventory and, wherever possible, an estimate of their hereditary possibilities. Address Eugenics Registry, Battle Creek, Mich.

PREVENTION OF BLINDNESS—National Committee for. Objects: To furnish information for Associations, Commissions and persons working to conserve vision; to publish literature of movement; to furnish exhibits, lantern slides, lectures. Printed matter: samples free; quantities at cost. Invites membership. Field, United States. Includes N. Y. State Com. Edward M. Van Cleave, Managing Director; Gordon L. Berry, Field Secretary; Mrs. Winifred Hathaway, Secretary. Address, 130 E. 22d St., N. Y. C.

Racial Problems

NEGRO YEAR BOOK—Meets the demand for concise information concerning the condition and progress of the Negro Race. Extended bibliographies. Full index. Price, 25c. By mail, 35c. Negro Year Book Company, Tuskegee Institute, Alabama.

In addition to information in Negro Year Book, Tuskegee Institute will furnish other data on the conditions and progress of the Negro race.

HAMPTON INSTITUTE, HAMPTON, VA. Trains Negro and Indian youth. "Great educational experiment station." Neither a State nor a Government school. Supported by voluntary contributions. H. B. Frissell, Principal; F. K. Rogers, Treasurer; W. H. Scoville, Secretary. Free literature on race adjustment, Hampton aims and methods. *Southern Workman*, illustrated monthly, \$1 a year; free to donors.

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE, 70 Fifth Ave., New York. Proposes to make 10,000,000 Americans physically free from peonage, mentally free from ignorance, politically free from disfranchisement, and socially free from insult. Membership 8,600, with 70 branches. Official organ, *The Crisis*, 38,000 monthly. Pres., Moorfield Storey; Chairman, Board of Directors, Dr. J. E. Spingarn; Treas., Oswald Garrison Villard; Director of Publications and Research, Dr. W. E. B. Du Bois; Sec'y, Roy Nash.

THE JOURNAL OF NEGRO HISTORY—A quarterly publication concerned with facts not with opinions. The organ of the Association for the Study of Negro Life and History. To popularize the movement of unearthing the Negro and his contribution to civilization that he may not become a negligible factor in the thought of the world. Carter G. Woodson, Director of Research and Editor. Subscription \$1.00 a year. Foreign subscription 25 cents extra. Address, 1216 You St., N. W., Washington, D. C.

Libraries

AMERICAN LIBRARY ASSOCIATION—Furnishes information about organizing libraries, planning library buildings, training librarians, cataloging libraries, etc. *A. L. A. Booklist*, a monthly annotated magazine on book selection, is a valuable guide to the best new books. List of publications on request. Georg B. Utley, Executive Secretary, 78 E. Washington St., Chicago.

Recreation

RECREATION: A recent publication of special interest to school teachers and recreation workers, "Education Through Play and Games," a report suggesting games to be used by schools as part of our educational system. Price 15 cents. Recreation buildings and the adaptation of school buildings for neighborhood recreation center use, the construction and care of swimming pools are discussed in the April *Playground*. Price of this issue 50 cents. A year's subscription \$2.00. Playground and Recreation Association of America, 1 Madison Avenue, New York City.

Organized Charity

CHARITIES AND CORRECTION—National Conference of Charities and Correction, 315 Plymouth Ct., Chicago. Frederic Almy, also, N. Y., President; W. T. Cross, Gen. Sec. Proceedings carefully indexed comprehend all fields of work. Bulletins and misc. publications. Directs information bureau. Forty-fourth annual meeting, Pittsburg, June 6-13, 1917. Membership, 0.

ORGANIZED CHARITY AND CO-ORDINATED SOCIAL WORK—American Association of Societies for Organizing Charity. W. H. Lothrop, chairman Executive Comtee.; Francis H. McLean, gen'l sec'y, 130 East St., New York City. To promote the extension and development of Associated Charities and further the proper co-ordinations and alignments in the social work of communities, including making of community plans.

Children

CHILD LABOR—National Child Labor Committee, 105 East 22nd St., New York. Owen R. Lovejoy, Sec'y. 25 State Branches. Where is your state stand? How can you help? List pamphlets and reports, free. Membership fee minimal.

CONSERVATION OF INFANT LIFE—American Assoc. for Study and Prevention of Infant Mortality, 1211 Cathedral St., Baltimore. Gertrude B. Knipp, Exec. Sec'y. Literature on request. Traveling Exhibit. Urges prenatal instruction; adequate obstetrical care; birth registration; maternal nursing; infant care consultations.

EDUCATIONAL HEALTH POSTERS COVERING CARE OF BABIES AND CHILDREN—Second edition of Parcel Post Exhibit. Photographic reproductions in color with simple, easily understood legends, attractively illustrated from original paintings; 25 posters (18" x 28") in set. Further information regarding these and other exhibits on request. Illustrated booklets on Baby Child Care. Lantern slides. National Child Welfare Exhibit Association, Inc., 70 Fifth Ave., New York City.

NATIONAL KINDERGARTEN ASSOCIATION—250 Madison Ave., New York. Object: To have the kindergarten established in every public school. Four million children in the United States are now without this training. Furber Bulletins, Exhibits, Lecturers, Advice and Information. Works for adequate legislation and a wider interest in this method of increasing diligence and reducing crime. Supported by voluntary contributions.

Women

WOMEN IN INDUSTRY—National Consumers' League, 289 Fourth Ave., New York. Mrs. Florence Kelley, Gen'l Sec'y, 87 branch offices. Reports, pamphlets sent on request. Minimum membership fee \$2.00, includes current pamphlets. Minimum wages boards, protection of men workers, sweat-shops, etc.

WORKING WOMEN—National Women's Trade Union League stands for self-government in the work shop through organization and also for the enactment of protective legislation. Information given. "Life and Labor," working women's monthly magazine, 5c. a copy. Eds. Raymond Robins, Pres.; Mrs. Amy Walker Field, Editor, 166 West Washington St., Chicago.

EVENING CLUBS FOR GIRLS—National League of Women Workers, 35 East 30th St., New York. Organizing Sec'y, Jean Hammond. Recreation and instruction in self-governing and self-supporting groups for girls over working age. Monthly magazine, "The Club Worker," twenty-five cents, 1 year.

HOME AND INSTITUTIONAL ECONOMICS—American Home Economics Association, for Home, Institution, and School. Publishes Journal of Home Economics. 12 issues a year, .00. Next meeting: University of Minnesota, August 22-28, 1917. Address 1211 Cathedral St., Baltimore, Md.

Settlements

SETTLEMENTS—National Federation of Settlements. Develops broad forms of comparative study and concerted action in city, state, and nation, for meeting the fundamental problems disclosed by settlement work; seeks the higher and more democratic organization of neighborhood life. Herbert A. Woods, Sec'y, 20 Union Park, Boston, Mass.

Civic Problems

MUNICIPAL PROBLEMS—National Municipal League, North American Bldg., Philadelphia. Lawson Purdy, Pres.; Clinton Rogers Woodruff, Sec'y. Charters, commission government, taxation, police, liquor, electoral reform, finances, accounting, efficiency, civic education, franchises, school extension. Publishes *Notional Municipal Review*.

SHORT BALLOT AND COMMISSION GOVERNMENT—The Short Ballot Organization, 383 Fourth Ave., N. Y. City. Woodrow Wilson, Pres.; Richard S. Childs, Sec'y. National clearing house for information on these subjects. Pamphlets free. Publish *Beard's Loose-Leaf Digest of Short Ballot Charters*.

BABY WEEK. Exhibit relation of alcohol to child life. 10 assorted posters, 500 leaflets, \$3.50. The Scientific Temperance Federation, 36 Bromfield St., Boston, Mass.

PROPORTIONAL REPRESENTATION. Adopted by Ashtabula, O., and Calgary, Alberta. In "Home Rule" Act for Ireland. Recommended unanimously by official commission, 1917, for part of Commons of England. A rational and fundamental reform. Headquarters, American P. R. League. Pres., William Dudley Foulke; Sec. Treas., C. G. Hoag, 802 Franklin Bank Bldg., Phila. P. R. Review (quarterly) 40c a year. Leaflets free. Several pamphlets, 25c. \$1 entitles subscriber to all publications for a year and to membership if desired.

Church and Community

THE CHURCH AND SOCIAL SERVICE—The Federal Council of the Churches of Christ in America operates through its Commission on the Church and Social Service. "A Year Book of the Church and Social Service." (Paper, 30c.; Cloth, 50c.), gives full information regarding social movements in all the churches. For literature and service address the Secretary, Rev. Charles S. Macfarland, 105 E. 22nd St., New York.

EPISCOPAL SOCIAL SERVICE—The Joint Commission on Social Service of the Protestant Episcopal Church. For literature and other information, address the Executive Secretary, Rev. F. M. Crouch, Church Missions House, 281 Fourth Avenue, New York City.

UNITARIAN SOCIAL ADVANCE—The American Unitarian Association through its Department of Social and Public Service. Reports and Bulletins free. Lecture Bureau. Social Service Committees. Elmer S. Forbes, Secretary of the Department, 25 Beacon St., Boston.

Aid for Travelers

AID FOR TRAVELERS—The Travelers' Aid Society provides advice, guidance and protection to travelers, especially women and girls, who need assistance. It is non-sectarian and its services are free irrespective of race, creed, class or sex. For literature, address Orin C. Baker, Gen. Sec'y, 465 Lexington Ave., New York City.

General

RUSSELL SAGE FOUNDATION—Department of Surveys and Exhibits—"Methods of Investigation in Social and Health Problems." Armstrong, Schneider, Dublin. Dangers and errors to be avoided in study and use of statistics. Of interest to students and executives, to public officials, to givers of time or money to social and civic enterprises. 24 pp. 20 cents. 130 East 22nd Street, New York.

AMERICAN INSTITUTE OF SOCIAL SERVICE, Bible House, Astor Place, New York City. Founded by Dr. Josiah Strong. Nathaniel M. Pratt, General Secretary. Edward W. Bemis, Robert A. Woods, department directors. Welcomes inquiries as to all matters of community organization and progress. Members of its staff glad to enter into consultation by correspondence about given conditions or particular projects. Assists in bringing to individual new undertakings the combined results and lessons of the best productive achievement. Ready to aid in securing publications, speakers, temporary or permanent leadership. Particular attention given to requests from communities in which all such effort is at an early stage. Seeks to bring about better co-operation among specialized national organizations, toward securing the more comprehensive local application of their types of service. Promotes the fullest extension of principles and methods which on a limited scale have conclusively shown their power for the upbuilding of the nation.

Immigration

NATIONAL LIBERAL IMMIGRATION LEAGUE—Advocates selection, distribution and Americanization and opposes indiscriminate restriction. Summarized arguments and catalog of publications on request. Minimum membership (\$1) includes all available pamphlets desired, and current publications. Address Educational Dept., National Liberal Immigration League, Sun Bldg., N. Y.

IMMIGRANT GIRLS—Council of Jewish Women (National), Department of Immigrant Aid, with headquarters at 242 E. Broadway, New York City—Miss Helen Winkler, chairman—gives friendly aid to immigrant girls; meets, visits, advises, guides; has international system of safeguarding, invites membership.

PAMPHLETS

(Continued from page 82)

DEPENDS ON SUCCESS OF THE LEAGUE, by Franklin H. Giddings. The League to Enforce Peace, 70 Fifth Avenue, New York City.

SOCIAL STUDY OF THE RUSSIAN GERMAN. By Hattie Plum Williams. University of Nebraska, \$82.

THE FACTS ABOUT THE LIQUOR TRAFFIC IN NEW YORK STATE. By Abner B. Brown. Single copies 5 cents, postpaid; in lots of ten, 3½ cents copy, postpaid; in lots of 100, 2½ cents by express, not paid; in lots of 1,000, 2 cents by express, not paid. The Anti-Saloon League of New York, 156 Fifth Avenue, New York City.

TO THE PRESIDENT AND CONGRESS OF THE UNITED STATES OF AMERICA. Documents on American Oriental Relations. Conveyed by a committee appointed by the Federal Council of the Churches of Christ of America and the American Council of the World Alliance for Promoting International Friendship through the Churches. Copies of this document may be secured from Rev. Sidney L. Gulick, 105 East 22nd Street, New York City.

ANTHROPOMETRY AS AN AID TO MENTAL DIAGNOSIS. A simple method for the examination of subnormals. By E. A. Doll. The Training School, Vineland, N. J.

IS MOSQUITO OR MAN THE WINTER CARRIER OF MALARIA ORGANISMS? By M. Bruin Mitzmain. United States Public Health Service. Price 10 cents. Government Printing Office, Washington. **THE BOSTON NO-LICENSE CAMPAIGN, 1916**. By Fred H. Lawton. Boston Dry Campaign Committee of the Massachusetts Anti-Saloon League, 344 Tremont Building, Boston.

HISTORICAL LIGHT ON THE LEAGUE TO ENFORCE PEACE. World Peace Foundation, 40 Mt. Vernon Street, Boston.

MORTALITY FROM CANCER AND OTHER MALIGNANT TUMORS, IN THE REGISTRATION AREA OF THE UNITED STATES. Director of the Census, Department of Commerce, Washington, D. C. **ADDRESS OF MR. LUIS CABRERA**. Published by the Latin-American News Association, 1400 Broadway, New York City.

THE WHITTIER SCALE FOR GRADING HOME CONDITIONS. A preliminary report, with some tentative results of its use in grading the homes of delinquent and non-delinquent children. By J. Harold Williams. Whittier State School, Whittier, Cal.

THE PEACE NEGOTIATIONS OF THE NATIONS, SUGGESTIONS FOR ADEQUATE GUARANTEES FOR LASTING PEACE. A message to Christians of all lands from Christians in America. Rev. Sidney L. Gulick, 105 East 22nd Street, New York City.

THE CHURCH SERVICE. Illinois Sunday School Association, Missionary Department, Bloomington, Ill.

MEXICAN PRIDE AND COMMISSIONER CABRERA. Latin-American News Association, 1400 Broadway, New York City.

THE QUICKSANDS OF WIDER USE. A discussion of two extremes in community-center administration. By Clarence Arthur Perry. Price 5 cents. Department of Recreation, Russell Sage Foundation, 130 East 22nd Street, New York City.

NATIONAL SYSTEM OF HIGHWAYS AND LANDSCAPE DESIGNING. By Cyrus Kehr. Senate Document, No. 350. Government Printing Office, Washington, D. C.

REPORT UPON THE FEASIBILITY OF ESTABLISHING A MUNICIPAL UNIVERSITY IN DAYTON, OHIO. Dayton Bureau of Research, 613 Schwind Building.

THE TRUTH ABOUT MEXICO. By David Lawrence. Price 10 cents. New York Evening Post, 20 Vesey Street, New York City.

THE TRIAL OF WILLIAM SANGER. With an introduction by James Waldo Fawcett, 104 Fifth Avenue, New York City. Price 10 cents, single copies; 7½ cents wholesale.

THE CASE OF THE JULIA RICHMOND HIGH SCHOOL, PART II. Public Education Association of the City of New York, 8 West 40 Street.

PUBLIC HEALTH ADMINISTRATION IN COLORADO. By Carroll Fox. United States Public Health Service. Government Printing Office, Washington.

STATE LAWS AND REGULATIONS PERTAINING TO PUBLIC HEALTH.—Surgeon-General, United States Public Health Service, Washington, D. C.

NEW BOOKS YOU SHOULD READ

BOYD CABLE WROTE

to us when we accepted his new book

GRAPES OF WRATH

that it might never be finished as part of it was written
WITHIN RANGE OF THE GERMAN GUNS

As uplifting as the terrible, slow swing of the Battle Hymn of the Republic from which the author takes his title, this tale of twenty-four hours in the life of four privates (one a Kentuckian) of the English line gives us a glimpse of the glory in the soul of man that pierces through the blind fog of war.

By the author of BETWEEN THE LINES and ACTION FRONT.

Net \$1.50

A STUDENT IN ARMS

By DONALD HANKEY. Introduction by J. St. Loe Strachey, Editor of the *London Spectator*. Net \$1.50

The *New York Tribune* says: For Americans the book will increase our conviction and resolve that our army must be a citizen army, based on universal service, and that the natural democracy of such a mingling must be fostered by every means in our power.

ONLY A DOG

By BERTHA WHITRIDGE SMITH. Net \$1.00

The *Ohio State Journal* says: The most tender and most sympathetic story that has been inspired by the present war is this, the autobiography of ARMY, an Irish terrier. The loyalty and the sublime faith of ARMY in a TOMMY even to death will move any heart. THIRD EDITION IN SEVEN WEEKS.

PARLIAMENTARY REMINISCENCES AND REFLECTIONS, 1868—1885

By the RIGHT HON. LORD GEORGE HAMILTON.

Net \$4.00

Lord George Hamilton's Parliamentary career began in the days of Mr. Disraeli and continued without a break until 1906. During that time there was no political or social leader with whom he was not personally acquainted. The reminiscences are not confined to Parliament, for Lord George's family connections and his various other appointments have given him exceptional opportunities for knowing the inner history of the past half century.

THE NOTE BOOKS OF SAMUEL BUTLER

Author of *The Way of All Flesh*, *Erewhon*.

With an introduction by Francis Hackett. Net \$2.00

They make in their entirety a more vivid picture of Samuel Butler than it is possible to obtain elsewhere; they are the most characteristic of his works, summing up and including everything else that he did, and may be best examined as the afterpiece to a varied and versatile career.

FIGURES OF SEVERAL CENTURIES

By ARTHUR SYMONS. Net \$3.00

The *London Times* says: These papers are aimed so directly at the heart of the subject that in each case they seem to show us something we had missed before. And it is always done as the poet knows how to do it; without display of knowledge or chain of argument, but directly, simply and fully. He has so fine an instinct for the aim and quality of each writer that the result seems effortless and brimming with truth.

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THE SURVEY

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CONTRIBUTED ARTICLES

A Plan to Safeguard Children in Farm Work	- - - - -	86
Medicine Mobilized	- - - - -	
	GERTRUDE SEYMOUR	87
The Task of Civilian War Relief. II.	- - - - -	90
Reorganizing the State Board of Charities in New York	- - - - -	
	WINTHROP D. LANE	92

COMMON WELFARE

Plans of the National Defense Council	- - - - -	94
Red Cross Civilian Relief Organization	- - - - -	94
Army Pay Based on Size of Families	- - - - -	95
Tammany Legislating for the Nation	- - - - -	95
The World and Its Food Supply	- - - - -	96
Efficiency and the Labor Laws	- - - - -	96
Patriots' Day Parade in New York	- - - - -	97
War-Time Gains of the Suffragists	- - - - -	97
Ohio Acts for the Public Welfare	- - - - -	97
Indiana's New Social Legislation	- - - - -	98
Clinic Families and Birth Control	- - - - -	98
Growing Pains and Housing Reform	- - - - -	99
Dr. Sachs' Name Officially Cleared	- - - - -	99
Miners' Wages Following Food Upward	- - - - -	100

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Americanization of the Jewish Immigrant

By Israel Friedlaender

TWO articles of prime significance at a time when the relationships of races of men and the integrity of family life are at stake as never before, are announced for the SURVEY next week.

The Nature and Uses of Social Evidence

By Mary E. Richmond

THE MAN with the hoe has a tremendous family—all the Boy Scouts. Page 97.

TO all the other don'ts for children, the National Child Labor Committee adds a pageful for those who may be sent out to work on the farms. Poor crops and weedy boys may result. Page 86.

ISRAEL PUTNAM, dashing off on his plow-horse to be the first to enlist, has no place in this war. Farmers are not wanted. Moreover he would have been beaten to it by the doctors. Surgeons, psychiatrists, health officers, sanitary engineers, dentists and plain physicians all have an assigned part. The plans of the medical branch of the Council of National Defense and of the National Association for the Study and Prevention of Tuberculosis. Page 87.

JACK and Jill went up the hill to watch a German boat. Jack begun to shoot a gun, while Jill—she got the vote. Page 97.

CONSIDER Mrs. Finnegan, left in a pretty pickle with all the children ailing, the grocery bill unpaid and at outs with the neighbors when Finnegan, somewhat under the influence, decided that his country needed him more than his family. A sample of civilian relief work. Page 90.

COMMISSIONER STRONG'S reorganization plan for the New York State Board of Charities is before the legislature with slim chances of enactment. The citizens' committee, supporting them, and the Catholic committee seem hopelessly split on the question of placing out children. Meantime the board itself has partially reorganized its work while standing pat on the form of organization and personnel. Page 92.

HEREAFTER all children committed to state institutions in Ohio will have a physical and mental examination, by a new bureau established for that purpose, to determine the appropriate hospital, school or home. A fruitful legislative session. Page 97.

EIGHT new committees are announced by the Council of National Defense which now has a commission, committee, advisory commission or sub-committee to deal with every current interest except baseball and peace. Page 94.

MRS. BACON'S housing program for Indiana is rounded out with a new law which applies even to the farmhouses of the Hoosier countryside that Riley sang. Some results of the recent legislature. Page 98.

TAMMANY congressmen kept the Democrats from making war prohibition a party measure, but the drys go marching on. Page 95.

WITH the cost of living as their sole argument and without even threat of a strike, the soft coal miners won a 20 per cent increase in wages and their hard coal fellows are expecting an equal raise. Page 100.

IF the New York labor law is to survive the attempts to break it down in the name of patriotism, the legislature must take an immediate adjournment. Page 96.

THOUGH a full fortnight has passed, the food problem has not yet been solved. Page 96.

SAN FRANCISCO charity workers are urging a separation allowance for soldiers based on the number of their dependents. Page 95.

A Plan to Safeguard Children in Farm Work

WHAT can the children of America do in this war to aid in the production of foodstuffs? Everyone is asking this question and not a few have come forward with answers. Some of these answers involve a relaxation of school attendance laws and give no assurance that young children will not be overworked, ill fed and poorly cared for generally. The National Child Labor Committee has worked out a plan to meet the need and at the same time to safeguard the children against neglect. The plan has two parts, one relating to children fourteen years old and over who may be hired out to farmers, the other relating to children under fourteen who would be a burden to farmers because of inexperience and youth. The committee asks: "Will you push this plan in your community?" Here it is:

FOR OLDER CHILDREN

To send any children to farms without knowing the actual need for them or without regulation would be wasteful and a hindrance to the farmers who do not want a horde of inexperienced laborers on their hands,

Therefore:

1. Create and appoint a state committee of school officials to confer with the state agricultural department and organizations of farmers to find out whether there is a real need of school children on farms.

2. If the need exists, draft a set of regulations, to meet the need and at the same time protect the children, such as these:

(a) Children 14 and over, only, to be permitted to work on farms for others than their parents and excused from school for this purpose from June 1 to October 1.

(b) Children thus excused not to be permitted to work more than 8 hours a day, or more than 6 days a week.

(c) Children thus excused must have special work permits, issued by the committee of school officials or persons authorized by them, showing that the child has been examined by a physician and is physically fit for work, permits to be issued only for farms known by the committee to be suitable places for the children to work.

3. The state committee of school officials should be responsible for the supervision of children at work on farms to see that regulations are enforced.

Transportation }
Feeding } should all be supervised.
Housing }

As to housing

It is advisable that children sent to farms to work should not be housed with the farmers.

It has been suggested that the Boy Scouts, for instance, can establish camps in a given farm district under scout masters. Local authorities will be glad to provide transportation from camps to farms, and the boys can work in gangs, in one field one day, in another the next, and return to camp after work. In this way both work and living conditions will be supervised and farmers will not have the responsibility and cost of housing them.

Similar camps may be established under playground directors, probation or school officers.

But be sure you know where the children live and how.

ENGLAND IS ALREADY WISHING SHE HAD NOT USED HER CHILDREN SO RECKLESSLY AT THE BEGINNING OF THE WAR

LET AMERICA LEARN BY ENGLAND'S EXPERIENCE

FOR YOUNGER CHILDREN

1. Organize teachers, boy scout leaders, playground directors, and others interested in child welfare, into a SUMMER AGRICULTURAL FACULTY.

2. Call upon holders of vacant village, city, or suburban properties to dedicate them for the summer to the raising of potatoes, corn, beans, or other vegetables, according to soil and location.

We have plenty of land in America. One-half of the City of New York is vacant of buildings.

Your state agricultural department will cooperate with you, if need be, to secure seeds and implements, or these may be provided for by local subscription.

3. Raise a small fund to hire these plots ploughed and roughly prepared for use.

4. Get a special resolution from your School Board providing that all children who register for this agricultural service under supervision of the Board and perform the work regularly, shall be given credit for it in lieu of regular school attendance from June 1 to October 1. *But allow no general school exemption that will turn children out of school without providing both occupation and supervision.*

5. Organize the children in classes and put them on the soil under direction of competent supervisors, the Summer Agricultural Faculty mentioned above, who will appreciate the limits of a child's strength and will not permit him to be overworked.





THE SURVEY

Medicine Mobilized

By Gertrude Seymour

OF THE SURVEY STAFF

ANNOUNCEMENTS of the first meeting of the medical branch of the Council of National Defense just held in Washington show an alignment of medical resources which, for extent and completeness, has perhaps never been equaled. It is a mighty gathering of clans, among whom the rousing word has been passing ever since the day when members of the first hospital units returned from their voluntary service abroad, having looked upon the face of war. Units for volunteer service abroad became permanent units at home, in no official organization, but in a readiness that has proved prophetic.

As long ago as November, 1915, a group of Albany physicians, known as the Clinical Club, began a course of study in military sanitation and hygiene. This course, now widely known as the "Albany idea," has been extended and put in pamphlet form for use by other medical clubs and societies.¹ Not only the facts of military medical organization and methods of sanitation are included, but problems are given for solution, affecting the proper use of local resources in an emergency; such as the protection of water-supply, should a given city suddenly become the base on which troops converge; or the means of caring for refugees, who might gather at a given point, and of protecting the local community from contamination; or again, the available hospital quarters and supplies for the wounded, should a battle occur nearby. Such acquaintance with local conditions through sanitary surveys and general health stock-taking obviously has a value far beyond the immediate necessity.

In April, 1916, a National Committee of American Physicians for Medical Preparedness was appointed by the joint action of the presidents of the American Medical Association, the American Surgical Association, the Congress of American Physicians and Surgeons, the Clinical Congress of Surgeons of North America, and the American College of Surgeons. A few days later, this committee of physicians presented its plans to President Wilson and offered its services to the federal government.

The organization and work of the National Committee of Physicians for Medical Preparedness is thus described in its circulars:

"To the committee was delegated the responsible duty of formulat-

¹ Address Dr. J. A. Cox, 35 Clinton avenue, Albany, N. Y.

ing plans whereby the civilian medical resources of the United States might be ascertained and effectively coordinated for such purposes as might be required by the federal government.

"The national committee organized, selected a chairman and secretary and an executive committee, and appointed a state committee of nine strong men in each state of the union.

"It is the fixed policy of this committee that all presidents and secretaries of the various state medical societies shall be members of their respective state committees during their incumbency in office. From the first it was contemplated that at the proper time the organization of the committees would be perfected in each county of the country. That time has now come and county committees are being rapidly organized. In each instance the state committees are expected to select the county committees and supervise their formation."

On the county committee also all medical interests and activities are to be represented. It has been requested that membership in each county unit shall include:

All members of National Committee of the Committee of American Physicians for Medical Preparedness, resident in the individual county; members of the state committee resident in or near the individual county; representatives of the United States Army, resident in the individual county; representatives of the United States Navy, resident in the individual county; representatives of the United States Public Health Service, resident in the individual county; representatives of the State Board of Medical Examiners residing in the individual county; representatives of the state or city public health service; ranking medical officer of the National Guard; president and secretary of the local Medical Officers' Reserve Corps Association, if there should be such an organization; deans of medical schools; president and secretary of the County Medical Society; president and secretary of any other important medical societies; medical director of the local Red Cross units; other representative medical men.

Specific duties will be assigned to state and county officials from time to time, in addition to the general unification of medical resources. Some of these specific duties already requested are the securing of applicants for the Army Medical Corps. At least 1,200 additional medical officers, it is said, are required at once; 20,000 or more medical reserve officers may be called for at any time; 350 officers are yet needed for the Navy Medical Corps; several hundred medical officers are needed for the Coast Defense Corps of the navy, and many medical officers are needed for the local National Guard.

During the past year this voluntary committee and its various subsidiary groups have achieved a distinguished success in the work planned. Some of the activities already completed or well under way are:

At least 20,000 medical men selected and classified according to their training and work.

An inventory of hospitals and other medical institutions.

Definite affiliation with the Red Cross, both in administration and in plans by which the local committees shall cooperate.

Special training in military medicine for senior medical students, for hospital groups in the medical officers' reserve corps, for dental students and others.

The standardization of medical and surgical supplies and equipment. The purpose of this work is to designate the articles essential to civilian and military medicine and surgery, so that in case the production of supplies were curtailed, manufacturers of both drugs and instruments might be able to focus their energy upon the articles absolutely essential.

Valuable information furnished by medical and other observers, who have worked in the war zones of Europe, is being gathered and classified.

Finally, presidents of important national medical organizations of the country have been requested to suggest to the medical section of the Council of National Defense the work which members of these organizations are best fitted to perform, and the way in which the societies' activities and resources might be utilized to best advantage.

In August, 1916, Congress created the Council of National Defense, described in the SURVEY of March 17. Upon the advisory commission the medical profession is represented by Dr. Franklin H. Martin of Chicago. Since each member of this commission is authorized to gather about him a special board, consisting of both government representatives and civilians, Dr. Martin appointed the following persons as a general medical board to cooperate with him, "in coordinating civilian military medical activities and to advise in regard to fundamental medical problems and in regard to the armed forces of the country":

Dr. F. F. Simpson, chief of medical section, Council of National Defense, vice-chairman; Surg.-Gen. William C. Gorgas, U. S. Army; Surg.-Gen. William C. Braisted, U. S. Navy; Surg.-Gen. Rupert Blue, U. S. Public Health Service, president American Medical Association; Col. Jefferson R. Kean, director of military relief, American Red Cross; Dr. William H. Welch, professor of pathology, Johns Hopkins University; Dr. William J. Mayo, Rochester, Minn.; Dr. Victor C. Vaughan, dean of University of Michigan Medical School, Ann Arbor, Mich.; Dr. Richard P. Strong, professor of tropical medicine, Harvard University; Dr. Edward Martin, professor of surgery, University of Pennsylvania, Philadelphia; Dr. George H. Simmons, editor *Journal of the American Medical Association*, Chicago; Dr. John M. Flint, professor of surgery, and dean of Yale University Medical School; Dr. Stuart McGuire, professor of surgery, Medical College of Virginia, Richmond; Dr. John Young Brown, professor of surgery, St. Louis University School of Medicine; Dr. Charles H. Mayo, president-elect, American Medical Association, Rochester, Minn.; Dr. Thomas Huntington, professor of surgery, University of California; Dr. H. A. Royster, president of the Southern Surgical Association, Raleigh, N. C.; Dr. Charles H. Peck, professor of surgery, University of New York; Dr. Winford Smith, superintendent, Johns Hopkins Hospital, Baltimore; Dr. Frederic A. Belsey, professor of surgery, Northwestern University, Chicago; Dr. George W. Crile, professor of surgery, Western Reserve University, Cleveland; Earle Phelps, sanitary engineer, Washington; Dr. Edward C. Kirk, dean of the Thomas W. Evans Museum and Dental Institute School of Dentistry, University of Pennsylvania.

The extensive and valuable work of the Committee of Physicians is being continued under the direction of the Council of National Defense.

At the Washington meeting of this general medical board, referred to at the beginning of this article, preliminary reports on two important problems were presented. One of these reports concerned medical schools and was presented by Dr. J. M. Flint of the Yale Medical School. Ways in which Dr. Flint believes the medical schools can help in the present situation are: By preparing to graduate senior medical students promptly in case of need; by urging graduates who can be relieved of their obligations as internes in civil hospitals to enroll for military service. Again, medical schools may consider the Italian plan, according to which base hospital units, organized from the Red Cross, carry with them the clinical faculty and students of their local personnel. By this means practical help is rendered to the army and navy, and instruction is continued at the base. Also, in special cases fourth-

year students might substitute service in a base hospital for the hospital year at home when opportunities for instruction in such a hospital offer.

Said Dr. Flint:

"In your efforts to solve the urgent problem before this board and assist the surgeon-general in supplying an adequate number of medical officers for the army and navy, it is important that this country should not repeat England's blunder at the outbreak of the war in permitting the disorganization of the medical schools either by calling the faculties into active service or sanctioning the enlistment of medical students into any of the line organizations. Ordinary foresight demands that we face the possibility that the war on which we have entered may last for years. Medical schools to supply trained men for the future as well as the present emergency must be kept in active operation under any circumstances.

"While aiding to the uttermost in overcoming the present shortage of men, the necessity of keeping the source of supply open emphasizes the importance of conserving our raw material. Therefore, men now in college looking forward to medicine as a career should be made to understand that it is their patriotic duty to the nation at this time to continue their studies and enroll in the medical school of their choice. Furthermore, no medical student who has not completed three years of medical work should be permitted to give up his course, as the country needs his trained and not his untrained service."

The second report made to the general medical board was that on hospital preparedness, by Dr. Winford H. Smith, of Johns Hopkins Hospital. He recommended that the board communicate at once, by telegraph or letter, with all general hospitals of one hundred beds or more, urging that in view of the present need hospital authorities reorganize their present staff with a view to releasing as many men as possible, and report to the general medical board. Another recommendation was that a selected list of hospitals be prepared with reference to size, location near terminal facilities or strategic points, as, for instance, those along the Atlantic and Pacific coasts and the borders. Information should be obtained at once as to what facilities these hospitals could place at the disposal of the government; their possibilities of expansion; whether they have convalescent branches, and the ease with which water, heating and sewerage connection could be made in the event of expansion.

The ultimate need of facilities for medical and surgical work made Dr. Smith's third recommendation. Hospitals especially equipped for neurological and orthopedic and other services should be listed and brought into cooperation at once. The information gathered on all these points will as soon as available be placed in the hands of the surgeon-general. One practical advantage of this committee's work, as Dr. Smith pointed out, would be the part it would play as buffer between the surgeon-general and his staff and the large number of those who may have pet projects to urge.

The task of standardizing supplies and determining articles essential to the medical service began when more than 150 manufacturers of medical and surgical supplies assembled in Washington last week at Dr. Martin's call to confer with the Advisory Commission and officials of army, navy and Public Health Service. The manufacturers will at once make a survey of material on hand and means of increased production of specified articles. The list of such articles is being compiled in twenty sub-headings. Orthopedic supplies are to be indicated by specialists in orthopedic practice; similarly special articles needed in dentistry, eye work, neurology, contagious diseases, hospitals, pharmacy, nursing, etc.

The instant general response to these official preparations is indicated by the stirring news notes appearing in medical journals. "Ambulances for the New York Red Cross," "Johns Hopkins chosen as a great base hospital," for instance. "Massachusetts provides the first hospital unit for treatment of mental and nervous diseases." "The New York State Department of Health is assembling its division of laboratories

as a mobile unit to establish diagnostic service at any point; the services of the 1,000 health officers of the state have been offered to the military authorities and accepted by the adjutant-general to aid in preliminary examinations of recruits." "Special meeting of the Michigan State Medical Association to organize for service." "Harvard University has offered to the federal government for use during the war its Jefferson and Crufts Laboratories. The first is one of the best equipped in the country; the second is devoted to wireless and radio experiments."

The Maryland branch of the Committee on Medical Preparedness has devised a practical plan to conserve the practice of physicians who may enlist for active service. Doctors who attend the patients of those called into service are pledged to turn over to the physician in service or to his family one-third of the fees collected in such attendance. By this means the patriotism of the physician is recognized and practical assistance is given his family, while at the same time his practice is kept from being scattered.

At closer range, this organization may be illustrated from the city of Boston where the local committee of defense is in close cooperation with the Boston chapter of the Red Cross and the committee on public safety. The description is furnished to the SURVEY by Dr. Richard P. Strong:

"Provide for mobilization of medical resources. Medical personnel should constitute at least ten per thousand of the strength of the prospective army the state of Massachusetts will provide.

"The establishment of units of reserve officers and reserve officers' training camps through the state.

"The establishment of courses of instruction for civilian practitioners of medicine on duties of medical officers in war, on military medicine and military hygiene.

"The establishment of courses of training camp instruction, and obtaining of medical officers of the army in such centers where classes of instruction are organized.

"Physical examination of men of Massachusetts for military service between the years of eighteen and forty-five, and the exclusion of the physically unfit. (During the recent mobilization of the militia on the Mexican border, the proportion of men disqualified as physically unfit in a number of states reached from 30 to 40 per cent of those mustered in. In instances where the regiments were moved to the border, the government was put to the expense in each case of equipping a useless man, transporting him to the border, subsisting him while there, and returning him to his home, all through failure of the medical officer to maintain a high standard of physical requirement. Frequently this was due to lack of time for making the examination.)

"Organization of efficient sanitary personnel for the prospective army of the state. (During the recent mobilization the sanitary personnel of the organized militia was not even sufficient to provide fully for the service at the front; that is, the service with regiments, field hospitals and ambulance companies, consequently there were no medical officers available for the supervision of the construction of new hospitals and none to assign to such hospitals, or to hospital trains, or to medical supply depots, and none to assign for making physical examinations and special sanitary inspections. The functions of sanitary inspectors should comprise not only the correction of faulty conditions about camps and the giving of expert advice on sanitary matters, but also teaching all of the duties pertaining to medical department administration in the field.)

"Organization of ambulance companies and of motor ambulances and field hospitals. (There should be at least four of these to every prospective organized division of troops.)

"Enaction of the necessary legislation making smallpox and typhoid and para-typhoid inoculations compulsory for the men of Massachusetts of military age who have passed the military physical examination.

"Organization of stations for such inoculations of such individuals, and establishment of laboratory stations for the preparation of the prophylactics.

"Organization of hospital train (with personnel) of reconstructed Pullman cars in sections of ten cars which will accommodate 160 patients.

"Establishment of medical supply depots in the state. Preparation of lists of medical supplies needed and of such supplies available in Massachusetts.

"Provision for mosquito bars for the prospective army. (During the recent mobilization the quartermaster department found it im-

possible to purchase sufficiently large quantities of mosquito netting in the United States to supply our militia.)

"Preparation of list of buildings available for base hospitals, including a statement of necessary changes and repairs for each building.

"Selection of camp sites and the preparation of the same, including the procurement of water, installation of water and sewer systems, construction of roads, temporary kitchens, mess shelters, latrines, bath houses and store-houses for the storage and safe-keeping of supplies either for forces drafted into service or for interning prisoners."

The main theme of the coming conference of state health officers with the surgeon-general of the Public Health Service will this year be the coordination of federal, state and city health agencies for increased efficiency during the war.

Plans of the Tuberculosis Association

IN RESPONSE to the call for cooperation with national organizations already in the health field, the first announcements to local associations have been issued by the National Association for the Study and Prevention of Tuberculosis. Dr. Charles J. Hatfield, executive secretary of the association, in a letter announcing to the local associations a war program, says that the plans thus far developed by the national association include, first, a survey of the institutional resources of the country for the care of tuberculous soldiers; second, a report upon the control of tuberculosis among enlisted soldiers and sailors, especially prepared by Dr. Herman M. Biggs, Dr. George M. Kober and Dr. Hatfield; third, the selection of a corps of tuberculosis experts to work in cooperation with army and navy departments in the examination of recruits, and in the treatment of tuberculosis in sanitation camps, special hospitals and elsewhere. This third detail is urged as of special importance, and each society asked to give a complete list of physicians in its community who are qualified to serve in the capacity of tuberculosis experts.

For a plan of using to the fullest possible extent the special administrative machinery of the anti-tuberculosis societies, directions are given in the further memorandum of the national association:

"The anti-tuberculosis associations of the country, numbering all told over 1,500, with more than 200 of them employing full-time secretaries, represent an administrative force that might well be utilized to great advantage in the war.

"The matter of giving relief to tuberculous soldiers and their families will probably occur to many anti-tuberculosis associations as an immediately needful step. The national association wishes to call attention to the fact that the American Red Cross, through its special committees on civilian relief, will have charge of all campaigns for raising funds for soldiers and sailors and their families who need relief, and also of administering such relief. Associations are urged to cooperate with such committees, and where there are no chapters of the American Red Cross, to make arrangements, with the Department of Civilian Relief of the American Red Cross at Washington, D. C., for the formation of special committees or for such other arrangements as may be satisfactory to the Red Cross.

"Anti-tuberculosis associations of the country employ or are in close touch with other agencies that employ nearly 5,000 nurses engaged exclusively or on part time in tuberculosis work. Associations are asked to consider using this large force of nurses to care for tuberculous soldiers. As part of its general plan, the national association is recommending home treatment in conjunction with sanatorium care. Visiting nurses skilled in tuberculosis work can perform great service either on the basis of so much per visit or by offering their services free to the government. For the present it is advised that the public health nurses doing tuberculosis work do not enter active service under the American Red Cross, since their special training enables them to perform particularly valuable service in connection with home nursing of tuberculous soldiers.

"Anti-tuberculosis societies may also help in an educational way, by furnishing literature, leaflets, booklets, etc., dealing with tuberculosis, to men in military camps; by furnishing to each soldier who enlists from his home city or state a special booklet of information, so prepared that it will be of use to the soldier as a memorandum book or otherwise; by furnishing lecturers, exhibit material, motion pictures, etc., for the soldiers in camp; by cooperating with state and federal officials in furnishing special placards and sanitary supplies, such as paper cuspidors, paper handkerchiefs, etc., that may be of value in the control of tuberculosis.

Reference has already been made to the need for expert service in diagnosis and treatment of tuberculosis.

"No other groups in the United States are so familiar with physicians who are thus qualified as are the anti-tuberculosis associations, both state and local. As the demand for enlistment increases, the experience of other countries at war demonstrates that the supply of skilled physicians who are competent to treat and diagnose tuberculosis will be taxed to the limit. Every effort must be made to protect the enlisted men of the United States army from the fatal experience of some of the European armies in relation to tuberculosis.

"Anti-tuberculosis associations, through the administrative machinery at their command, may be able to contribute to the increase of the food supply. Through their visiting nurses, secretaries and other machinery, the anti-tuberculosis associations may perform a vital function in educating the people of their communities in the proper use of food and the control of waste. This may be done either directly or through cooperation with other agencies already engaged in this work.

"By cooperating with the Boy Scouts, the United States and state departments of agriculture and various other groups that are interested in taking boys of high school age to the country for use as farm laborers, the anti-tuberculosis associations may perform a great service, though it is not desirable that anti-tuberculosis associations devote their major efforts to a work of this character.

"Similarly, anti-tuberculosis associations may perform a more direct function in relation to the food supply by organizing the

labor of arrested cases of tuberculosis either in cooperation with existing sanatoria or in separate farm colonies. It would be feasible in some communities for groups of arrested cases to be placed upon farms adjacent to the cities, where, under medical supervision and proper direction, they could cultivate the land to their own betterment and that of the community as a whole.

"A final capacity in which the anti-tuberculosis societies of the country can serve to good advantage, is by bringing the utmost pressure to bear through their local representatives in Congress and any other possible way upon the federal and state authorities to recognize the seriousness of the problem of the control of tuberculosis. That there is a growing recognition of this problem is evidenced, but that a further and more careful consideration of all that the control of this disease demands must be proved, is equally evident. It is desirable, therefore, that anti-tuberculosis associations promote public opinion concerning the desirability of barring any man who has tuberculosis from the army, and of the government's assuming full responsibility for the control of this disease, in case it does develop among soldiers.

"Whether this government is called upon to send a large expeditionary force to Europe or not, the mobilization of hundreds of thousands of troops will, without doubt, greatly increase the seriousness of the tuberculosis problem both in the military and the civilian population. Anti-tuberculosis associations are urged therefore not to curtail their normal functions any more than absolutely necessary, but on the other hand to press forward, utilizing the war-interest as a channel for focusing more clearly than ever before the attention of the public upon the problem of tuberculosis."

The Task of Civilian War Relief—II

The second of a series of articles based upon a course of lectures upon civilian relief now being delivered in New York with the sanction of the American Red Cross by Porter R. Lee of the staff of the New York School of Philanthropy. The articles are being written by Karl de Schweinitz of the New York Charity Organization Society

THE United States army wants men. But unavoidably in taking men it takes also husbands, fathers, brothers, sources of family income and sources of family advice. This may or may not have a bad effect upon the life of the household. A business does not necessarily become demoralized in the absence of even the senior partner. The added responsibility is a challenge to the other members of the firm. They may actually conduct affairs more successfully than before.

So it is with the families of men at the front. Some mothers, indeed most mothers and wives, adapt themselves to the change in their circumstances. Others, lacking experience, perhaps not having the qualities of management and executive ability needed for the direction of the household, perhaps without friends upon whose judgment they can rely, find their new burdens too heavy.

The nation has taken from them more than a source of income. More must therefore be required of the nation than the award of a separation allowance. If the ultimate victory rests with the country whose people are happiest, most healthy and of the sturdiest character, then the home of the soldier must not be allowed to suffer because he cannot be there to contribute his judgment, advice and experience. It is the task of the civilian relief worker to do this work in his place.

But there are many families who are able to help themselves infinitely better than can anyone the Red Cross can send to them. How is the family who requires assistance to be distinguished from the family who does not?

At best it is only within a comparatively limited group that we can make this differentiation. Of the needs of the majority of families we cannot hope to know. They succeed in meeting their financial obligations by supplementing the soldier's pay with savings, credit and assistance from friends. Sometimes they may not be so successful in supplementing his contribu-

tion to the management of household affairs and to the education of the children, but about this we are not likely to learn unless there comes a serious disorganization of the family life.

There will, however, be a large number of women who, for many reasons, will not be able to keep their homes solvent with the sole aid of the remittances from the soldier's pay envelope or of the separation allowance arranged for by the government. These mothers will either make application to some organization like the Red Cross civilian relief committee, or neighbors and friends learning of their difficulties will make this application for them.

The request will be for money. Nothing or little more may be required. Again, there may be need of all the personal work, judgment and counsel that the committee can summon. It is impossible to lay down any rule and say that those who fall within its provisions should receive the fullest measure of service that the social worker can give and that those who fall without should not. What really determines the amount and kind of help a family needs, in addition to financial resources, is the extent of its ability to adapt itself to the situation which the absence of the husband and father has brought about. But adaptability is not conditioned by income or standard of living. Hundreds of families with a high standard of living and with abundant income lack it. A certain physician, whose practice is among well-to-do families, recently employed a social worker to assist some of his patients to make social adjustments that were necessary to a cure. Who does not know households the whole life of which might be changed for the better if only a competent social worker could be introduced to them.

There is, indeed, no short cut to finding out how much help a family needs. One of the privileges of being human is that each one of us is unique. One can generalize when one has to do with things, but when it becomes necessary to make a decision about an individual that decision must depend upon his individuality—the elements which make him different and

his situation different from the person and situation of every other individual in the world.

To know whether and how much to help a man one must know the man. Acquaintance is the only way of determining what service a family needs. The better acquainted one becomes the more satisfactorily does one find this question answering itself.

On a Friday afternoon nearly three years ago, Mrs. Annie Finnegan applied to a bureau for money to pay the rent. She said that her husband had gone to England to enlist.

The social worker in charge of the bureau had now apparently to decide whether she should supply this pleasant, almost attractive, young woman with the money she required, whether she should offer her any additional help or whether she should do nothing at all. What the social worker really determined—it was scarcely a question of determination; training and experience made her course of action almost instinctive—was to become better acquainted with the soldier's wife. Indeed, her acquaintance had already begun. Before she had promised to call to see Mrs. Finnegan the next day—the rent was not due until Monday—she had learned that Mr. Finnegan had been a street car conductor and that the company owed him fifteen dollars which his wife had been unable to collect. She had also gathered that the problem of helping this family might not be a simple one, for it became evident that Mr. Finnegan had been intoxicated when he left for England.

The impression that Mrs. Finnegan might need much more than money was confirmed during the visit the following morning. The home was suffering because Mr. Finnegan had not been fulfilling his obligations. Mrs. Finnegan owed the grocer nearly thirty dollars and it was not longer possible for her to obtain credit. Her husband had just started work after an interval of idleness. Some time before he had been so brutal to her and had been intoxicated so often that she had made complaint to a magistrate, who had placed him under probation.

Mrs. Finnegan showed the effects of this sort of life. She was not strong. Her youngest son—she had four children—was also pale and delicate. Mrs. Finnegan, however, had already begun to make plans for supporting herself by obtaining work at a publishing house where she had formerly been employed. With all her courage she was plainly overwhelmed by the desertion of her husband, who had gone away without telling her where he was going.

Getting Acquainted with Mrs. Finnegan

THIS conversation—the social worker would have called it a first interview—was forwarding the acquaintance between the two women in two ways. In the first place, it was giving the social worker an insight into the character of Mrs. Finnegan and her problems. In the second place, it was giving Mrs. Finnegan a feeling of confidence in the social worker, a feeling that of course the social worker encouraged by her genuine interest and sympathy.

When she left Mrs. Finnegan, this growing acquaintance had already indicated certain definite tasks for her. She must see that the family had food and that the rent was paid. She must go to the British consulate and apply for a pension for the family. She must try to obtain the money which the street-car company owed Mr. Finnegan—not an easy task, for the company naturally would object to giving it to anyone except the man himself, even though that person represented their employe's wife.

Apparently the man had been more a liability than an asset. Still, in fairness to him, she ought to look up his record with

the street-car company. She ought to visit the houses in which the family had recently lived. What was the attitude of Mr. Finnegan's family toward his wife? Now that he was gone, would they be a help or would they perhaps nag her, accuse her of having driven him to enlist, and thus add one more to her worries?*

Mrs. Finnegan had also mentioned a kindergarten which her son Joseph had attended for a time. Ought not the social worker to see the teacher? Teachers usually get close to the lives of their pupils. Through this teacher the social worker might become better acquainted with the needs of the family.

The British consul informed the social worker that Mr. Finnegan had enlisted as a single man. It would therefore be necessary to make proper identification and to fulfill other necessary requirements before a separation allowance could be granted to Mrs. Finnegan. He suggested that a certain patriotic society might be willing to pay the allowance in the interval. To this the society, at the solicitation of the social worker, agreed.

A Liability Turned into an Asset

AFTER a great deal of negotiation, the money due Mr. Finnegan was obtained from the street-car company. His record there had not been bad, but his sister spoke of him as a black sheep and clearly showed that they would do all they could to help his wife with friendship and goodwill. If their brother had been a liability they at least would be an asset to his family. The social worker, in furthering her own acquaintance with Mrs. Finnegan, had brought her relatives closer to her and had thus strengthened the life of the home.

At an address where the Finnegans had formerly lived, the social worker found a Mrs. Brandon who turned out to be Mrs. Finnegan's oldest friend in America. They had come to the states from the same town in Ireland and had been intimate friends until recently, when they had become estranged through the gossip and meddlesomeness of a common acquaintance. Mrs. Brandon said that she would be glad to renew the friendship and when next the social worker called to see Mrs. Finnegan she found the two women together.

The kindergarten teacher, whom the social worker next visited, thought that adenoids were affecting Joseph's health. She had never been able to persuade his mother to have them removed. The social worker, however, in the course of a growing acquaintance with Mrs. Finnegan, readily arranged for this operation. Then, as the baby apparently was not thriving, she took the little girl and her mother to the milk station. The physician said that Mrs. Finnegan ought not to go to work—she had planned to seek employment again at the publishing company—but ought to stay home and nurse the baby.

Although Mrs. Finnegan was not anxious to do so, the social worker persuaded her to follow the doctor's advice. Mrs. Finnegan, indeed, had by this time learned that she could always depend upon the counsel and good judgment of her friend. Without losing any of her self-reliance, she now always turned to the social worker for guidance before undertaking any important step.

Thus the growing acquaintance between the two women opened to the social worker more and more possibilities for service. When she had finally completed her task the children, once delicate, were well. Their mother said that she was better off than when her husband was with her because she now had a regular income. First the patriotic society, then the British government had contributed an allowance. Mrs. Brandon, a friend whom Mrs. Finnegan feared she had lost, had been restored to her, the back pay from the street-car com-

pany had been secured. The health of the baby and that of the mother, too, had been conserved by the timely acceptance of the doctor's advice.

Perhaps the greatest accomplishment of all was the establishment by the social worker of that pleasant relationship which enabled her to do for this household those many things—impossible to record—which in the more intimate life of the country a capable, kindly neighbor runs across the street to do for friends who have had "a run of hard luck."

The first family that applies to the civilian relief committee may present just as great a field for service as did Mrs.

Finnegan. There is only one way to tell, and that is to learn to know the family. In the first interview—that is, the first real good talk that one has with the family—one will find a dozen different things that need to be learned or to be done before one can feel justified in discharging a family with no help other than money. Surely, the wife and children of a soldier are above all other women and children entitled to the most painstaking, sympathetic and understanding work that we can offer. No possible opportunity to be of assistance should be overlooked. And the only way to make certain of giving this maximum service is to get acquainted.

Reorganizing the State Board of Charities in New York

By Winthrop D. Lane

OF THE SURVEY STAFF

AN event long looked for occurred last week at Albany. A bill giving effect to Commissioner Strong's report on state charitable administration was introduced into the Senate of the New York legislature. This is a matter of high importance not only to 37,000 dependent children in private institutions of the state, but to thousands of feeble-minded and other wards as well, and to the technique of charitable administration throughout the country.

It will be remembered that Charles H. Strong, a special commissioner appointed by Governor Whitman, made sweeping recommendations last November for the reorganization of the State Board of Charities and for the abolition of several other boards and commissions. Some of the groups and individuals favoring his recommendations, and some of those not favoring them, have been trying since the appearance of the report to get together on a legislative program giving effect to its main features. The story of their negotiations is a story of utter failure to agree. Meanwhile, the legislature is within a few weeks of closing and there is slight chance that any headway will be made at this session.

While Mr. Strong's investigation was still the indirect cause last summer of ill feeling and crimination, a hundred New York citizens came together and announced that they would stand behind the mayor and his commissioner of public charities, John A. Kingsbury, in the efforts of these officials to have the care of dependent children in private institutions improved and the state board made a more effective body. Promptly a committee of thirty prominent Catholic laymen came together also and announced that they would stand behind the institutions. George W. Wickersham, former attorney-general of the United States, was chairman of the executive committee of the citizens' committee, which called itself the Citizens' Committee on Dependent Children, and Robert S. Binkerd, secretary of the City Club, was secretary. William D. Guthrie, John G. Agar, Frederick R. Coudert and Adrian Iselin were among the members of the other group.

Governor Whitman urged these unofficial groups to agree, if possible, upon legislation based on Mr. Strong's report. Formal and informal conferences began at once. The citizens' committee early declared that it would not insist upon full enactment of every detail of Mr. Strong's recommendations, but there were, it said, two things it did insist upon. These

were the reorganization of the state board into a vigorous and aggressive body, and the creation within the board of a special bureau or agency to develop the policy of placing out children in family homes.

The committee of Catholics was not entirely convinced, however, of the wisdom of this placing out. Neither it nor the state board thought that the latter needed reorganization. So matters dragged. Then the board began to draft bills embodying its own ideas of what ought to be done.

These bills, said members of the citizens' committee when they saw them, went only part way. They restored to the board some of the lost powers that Commissioner Strong had said ought to be restored, but they did not provide for that reorganization of the board upon which Mr. Strong had predicated the increase of power.

The board's bills restored to the board power to make rules for the reception and retention of inmates in state institutions (the board now has that power for private institutions), they abolished the useless commission on sites, grounds and buildings, and they rendered clear the power of the board to pass upon plans for new almshouses and public hospitals. But they made no internal changes in the board itself. Not only did the board remain a board of twelve unpaid members, but it remained the same twelve, appointed in the same way, serving for the same time, with the same absence of qualifications specified in the law. In short, nothing was done to make the board a more expert, a more vigorous or a more enlightened body.

In a final effort to come to some agreement a special conference was called for March 17. At this conference the board replied to criticisms of its own bills by declaring that these bills embodied all of the "important" changes recommended by Mr. Strong. The matter was discussed in all its phases. No apparent headway was made and the gloom of a seeming deadlock descended upon the meeting. Then Mr. Binkerd came forward with a drastic compromise. He did not say that the citizens' committee had agreed to the compromise, but he threw it out for discussion.

Mr. Binkerd proposed that the governor be given power to appoint to the board immediately three members-at-large, to be additional to the present membership; that as the term of one member expires each year this member be not replaced,

so that the board would in a few years be reduced to eleven or nine; that the directors of the two new bureaus recommended by Mr. Strong, one for mental deficiency and one for dependent children, be paid between \$6,000 and \$7,500 a year and that they either be members of the board or not, as might be worked out afterward.

The board turned the compromise down cold. All effort at agreement thus came to a standstill. The meeting adjourned and the citizens' committee set immediately about drafting a bill embodying its original ideas of what ought to be done. This measure is the one introduced last week by Senator Mills.

The state board is entirely reorganized in this bill. Instead of a board of twelve unpaid members, one residing in each judicial district of the state and three in New York city, as now, it becomes a board of nine members, appointed by the governor, three of whom are to be paid and six unpaid. Instead of holding office for eight years, members are to serve during good behavior and until removed by the governor on notice for cause. The governor is to designate the president, and this official is to be paid \$7,500 a year. The two other paid members are to be chairmen of the two new bureaus created by this act, one a bureau for mental deficiency and one a bureau for dependent children. The chairman of the first is to be paid \$6,000 a year, the chairman of the second \$5,000. The board is required to hold one regular meeting each month.

At least one of the members must be a woman. Under the present law no special qualifications are required. Under the new, one member must be a penologist, one an educationist, one a physician with special knowledge of tuberculous diseases, one a general practitioner with experience in the work of hospitals and dispensaries, one a physician with special training in psychiatry, one a lawyer, one a specialist in the care of children in private institutions and in foster homes, and one a person generally conversant with dependency and the several forms of poor relief. The physician with special training in psychiatry is to be chairman of the bureau for mental deficiency, and the specialist in the care of children is to be chairman of the bureau for dependent children.

The president becomes the chief executive officer of the board. In him are vested the fiscal powers now belonging to the fiscal supervisor of state charities, an office which Mr. Strong found tending to control policies as well as expenditures and which, along with the commission on sites, grounds and buildings, is abolished by this bill. The president is to represent the board "in the discharge of its duty to seek adequate appropriations for maintenance and new construction at existing state institutions and for the extension and improvement of the inspection service over public and private institutions subject to the supervision of the board."

The chairman of the bureau for mental deficiency is to supervise the state institutions for the mentally defective in regard to the care of patients, and in general is charged with the enforcement of laws relating to mentally defective persons

and epileptics. He is authorized, with the approval of the board, to license private institutions for the mentally defective. He is specifically charged with conducting research into the "medical, social and economic relations of mental deficiency."

The chairman of the bureau for dependent children is to direct the work of the board and its officers in regard to delinquent children not in state institutions and in regard to dependent children. His work will consist largely in seeking to improve standards in the care of dependent children. He is specifically charged with promoting the "placing-out of normal dependent children in superior free or boarding homes," and such homes are to be subject to the supervision of the board.

The state board is given power to enforce its standards of care in private institutions by a change in the general municipal law. Payments by counties, cities, towns and villages to private institutions are conditioned upon the issuance of a certificate by the board that its rules are complied with. At present these payments are conditioned only upon compliance, without a certificate of the board being required.

These comprise the major recommendations of Commissioner Strong. The story, however, does not end here. While these events have been taking place the state board has already achieved a measure of internal reorganization at the suggestion of its new secretary, Charles H. Johnson. These changes have already been provided for in the general appropriation act and have been approved by the governor.

The changes recast the board's machinery into the following six divisions: the chief clerk and division of statistics, which existed in other forms before, and the new divisions of children, mental defectives and delinquents, adult wards and medical charities. Each division has a chief at the head, for whom a salary of \$4,500 was asked but who was given by the legislature only \$3,500. The divisions come into existence July 1. Six standing committees of the board are created to correspond to these divisions.

It is intended that the division chiefs shall exercise two main functions, those of bringing institutions up to the highest possible efficiency, and of studying the social aspects of the problems confronting them and working for preventive measures.

The board has secured four new inspectors, bringing its total up to twenty-two. Since January 1 it has had four investigators conducting a study into the causes of delinquency and dependency in Oneida county. This is part of what it hopes to make a state-wide investigation.

The board itself, it will be seen, is not changed by these alterations. All hope of securing such a reorganization seems to be centered upon the bill now before the legislature. The bills drafted by the board itself, already referred to, have not been introduced, and counsel for the board declares that they will not be pressed at this time. The measure drawn by the citizens' committee has been referred to the Senate Committee on Finance, and various interested organizations are preparing to push its passage at the present session.



COMMON WELFARE

PLANS OF THE NATIONAL DEFENSE COUNCIL

EIGHT national committees have been created, under the general supervision of the Committee on Labor organized by Samuel Gompers as one of the Advisory Commission of the Council of National Defense. These committees, with their respective chairmen, are: Wages and Hours, Frank Morrison, Washington; Mediation and Conciliation, V. Everit Macy, New York; Welfare Work, L. A. Coolidge, Boston; Women in Industry, Mrs. Borden Harriman, Washington; Information and Statistics, Frederick L. Hoffman, Newark; Press, Grant Hamilton, Washington; Publicity, Edward T. Devine, New York; Cost of Living and Domestic Economy, S. Thurston Ballard, Louisville.

Thus far the scope of the work of only a part of these committees has been defined. No final decision has been reached as to the problems to be studied by the committees on Women in Industry, Information and Statistics, Press, and Cost of Living and Domestic Economy.

The committee on Wages and Hours will have four sub-committees, in this order:

1. Government regulations: a. General rules; b. special rules (to cover overtime, night shifts, Saturday afternoon and Sunday work, federal or state enactments); c. model federal labor law (to establish uniform labor conditions); d. analysis of state laws and incorporation of best provisions in one model.

2. Standards of working conditions: a. For federal and state laws (lighting, drinking water, ventilation, sanitary devices, etc.); b. Specifications by munitions board (welfare requirements under which munitions and supplies shall be made); c. Administration of labor laws.

3. Trade Agreements in Industry: a. Trade conferences, national and local.

4. Coordination of employment agencies: a. Employment; b. mobilization of women for industrial service; c. sources of supply of workers.

The Committee on Mediation and Conciliation has thus far agreed that

its work shall deal with national, state and local or plant machinery for adjustment of disputes. Thus in plants operated by the government, and in those where government supplies are produced, there will be adjustment boards under the supervision of this agency.

Welfare work, as defined by the Labor Committee for the purposes of this undertaking, is the "maintaining and improving of the working and living conditions of employes; it is especially applicable to mines, railroads, factories, stores and public institutions." Types of employes to be considered are: a. Industrial; b. public; c. soldiers and sailors and their dependents; d. field-mechanics in active service.

A sub-committee on general welfare conditions for men and women workers will deal with industrial safety and with sanitation. Under the term industrial safety is included accident prevention, structural safety, fire protection, and protection against dust and fumes—all of these factors to be taken up in connection with transportation, mining, commercial, industrial and government establishments. Sanitation is an omnibus term applied to sewerage, ventilation, and light for the shop, the industrial town and the public generally; to drinking water, wash-rooms, drying-rooms, lockers, hospital service and medical supervision, to seats, rest periods for women, rest rooms, laundries, women's elevators, lunch rooms, diagnostic clinics, industrial clinics, industrial diseases, fatigue, personal hygiene, domestic hygiene, home nursing, food values, house-keeping efficiency and other matters related to physical health.

Other sub-committees on welfare work will take up vocational education, housing, recreation, public education in health matters, cooperation through federal, state and municipal boards, and issuance of standard guides to employers as to welfare requirements under which munitions and supplies shall be made. A separate sub-committee will seek to correlate the work of various national organizations covering welfare activities.

Publicity is to be given in a campaign of education on the labor problems involved in the war.

RED CROSS CIVILIAN RELIEF ORGANIZATION

AS a step toward preparing itself effectively to give relief to the dependent families of men joining the colors, the American Red Cross has created a new position within its department of civilian relief to be known as the director of family relief. Eugene T. Lies, who for five years has been general superintendent of the United Charities of Chicago, has been appointed to this position and has been granted a leave of absence to accept the call. He begins his work, with headquarters in Washington, this week.

Meanwhile plans are being laid for a national campaign for funds with which to support this relief work. At a meeting held in Washington last Saturday, called by President Wilson and attended by a score of prominent men throughout the country, a committee, of which Cleveland H. Dodge, of New York city, was elected chairman, was named to take charge of the campaign. Six vice-chairmen were named from as many cities, and these with a number of others constitute the executive committee. This committee, it was announced, would meet in New York city April 25 to perfect plans.

The campaign will probably end with a special Red Cross day next month, to be designated by presidential proclamation. Secretary Baker attended the meeting in Washington and told of the War Department's plans for assisting the dependent families of soldiers and sailors, but said that additional relief would be needed in many cases and it was here that the Red Cross must assist. It was pointed out at the conference that the finance committee probably would operate in two ways, nationally, and through the local Red Cross chapters, of which there are now 460 and which are increasing at the rate of several a day.

The new director of family relief will be the executive officer in the administration of this assistance. Red Cross chapters will be required to use people trained in family rehabilitation in administering it. The country will be divided into districts and a supervising director will be appointed in each district. These direc-

tors will report to the director of family relief in Washington.

Another important new service being organized by the Red Cross is that of the Red Cross relief reserve. This is to consist of a large number of trained relief agents who will enroll and hold themselves in readiness to respond to a call for their services. This reserve is somewhat analogous to the enrollment of nurses by the Red Cross. Those who enroll will be used both in disaster and war relief and will be expected to respond, if it is practicable, whenever they are called upon to do so. The organization of this reserve is in the hands of J. W. Magruder, general secretary of the Baltimore Federated Charities, who has been loaned to the Red Cross. Mr. Magruder is also organizing a number of new institutional members of the Red Cross.

ARMY PAY BASED ON SIZE OF FAMILIES

MEANTIME the San Francisco Associated Charities has come forward with a plan which its president, O. K. Cushing, is urging upon Secretary Lane, Senator Hiram Johnson and Congressman Julius Kahn of California, who is the ranking Republican member of the House Military Affairs Committee and is in charge of the administration conscription bill.

Mr. Cushing and Katharine Felton, secretary of the Associated Charities, propose that, if possible, no married men be enlisted; that the government grant an allowance of \$30 a month to a man's dependent wife, father or mother with \$10 additional for each dependent child; that the money be paid out directly by the government to the families without administration by any intermediate body or visiting by representatives of the government or of private agencies or funds.

This, they contend, is the only democratic way for a democratic country to care for its soldiers; there is no merit in giving them part pay, part allowance and part charity—to expect them to serve in the army for less than a living wage any more than if they were serving as letter carriers. Nor can they find any excuse for visiting an enlisted man's family without invitation any more than if he were at work for a private employer. To the objection that such a plan might interfere with the spirit and fact of patriotic sacrifice, they would reply that a man who gives or offers his life has made the supreme sacrifice—no man can do more—and he should not have the financial sacrifice of his family's standard of living added to it.

To the general idea of an adequate government allowance based on the number of a soldier's dependents, Ernest P. Bicknell believes the Red Cross would give hearty assent. The San Francisco plan would leave to the Red Cross the care of exceptional families



Hy Mayer's contribution to the health survey of the Chelsea Neighborhood Association in New York city

in which, through sickness, accident, child-birth and the like, the allowance would not suffice, or for the care of more distant dependent relatives whom the government might feel it could not support.

The government is committed to a policy of barring married men from the army, and Secretary Baker has authorized the discharge of married guardsmen, except men who have an income or a business that will support their families. There will remain, however, some married men who are bound to enlist, the married regulars, some men with dependent fathers and mothers and the likelihood of many young married men being accepted after the first volunteers and the youngest class under the proposed conscription, the percentage of unmarried men of course declining rapidly with every year after twenty and the number of dependents as rapidly increasing. Already some militiamen's families are being cared for by the Red Cross—twenty-five in New York county—and some army families by the regular army relief fund.

Congressman Kahn is opposed to enlisting any married men; English experience shows, he says, that a young man with a promising family costs the nation more than a general.

The San Francisco plan is interesting in its departure from the established federal pensions to follow the widows' pension practice of payment according to the number of dependents. And, from another point of view, it would be a striking innovation for the government, as an employer, to pay those who serve it according to their needs rather than the going rate of pay—a family wage distinguishing between the numerous Joneses and the childless Robinsons.

TAMMANY LEGISLATING FOR THE NATION

LAST week the Democratic caucus came within an ace of adopting national prohibition during the war as a party measure. It had, in fact, so acted by a vote of 87 to 60, when the Tammany congressmen from New York threatened to bolt and the caucus voted to await action by the President.

Opposition by these and by some other representatives of the wet states of the Northeast is believed to be all that stands in the way now of federal action. Backfires in this section of the country are being lighted to overcome it.

Through Elizabeth Tilton, chairman of its Poster Campaign Against Alcohol, the Boston Associated Charities has called upon chambers of commerce, churches, social workers and others in the wet states to wire or write their congressmen. In Boston, big business men have been enlisted in numbers to make up the delegation of war-prohibitionists whom Governor McCall has agreed to receive officially. In New York, Mary K. Simkhovitch, head worker of Greenwich House and president of the National Federation of Settlements, has called a meeting for Friday night to line up the settlements. The Federal Council of the Churches of Christ in America has sent the President an urgent message, signed by Gov. Carl E. Milliken, of Maine, the Rev. Frank Mason North and the Rev. Charles S. Macfarland, in behalf of the 18,000,000 church members in its constituency. Governor Capper, of Kansas, reports that only two governors have refused to join him in his plea to Congress to shut down the breweries and distilleries during the war—Lowden, of Illinois, and Ferguson, of Texas. Colonel Roosevelt has endorsed the move.

At Washington, the members from dry states are said to be ready for a determined drive on alcohol as soon as the more urgent war legislation is enacted. The Council of National Defense is reported to be favorably disposed.

THE WORLD AND ITS FOOD SUPPLY

ACCORDING to Mr. Hoover, the total stock of food available in the allied countries is not sufficient to last until September if America continues its present rate of production and consumption. Hence the most effective participation of this country in the war is to see that as large a surplus of food as possible becomes available for export.

In the matter of added cultivation, the efforts noted in last week's SURVEY have become more crystallized. Secretary of Agriculture Houston on April 20 informed the Senate that enlargement and cooperation of the demonstration forces of the government and the states and of the experts in home economics was being worked out. These merely aid, of course, the measures already undertaken by the great farming organizations to secure maximum yields. In the South, the principal result of this campaign, which emphasized a steady educational effort dating back over a quarter of a century, has been that a largely increased number of farmers are abandoning the one-crop system.

The labor shortage is still everywhere the crux of the problem. So far no mobilization of farm labor on a national scale has matured, though the Department of Agriculture and the Department of Labor are cooperating to bring it about. It has become apparent that the question is not one merely of transference or of preventing farm laborers from enlisting. New forces must be brought into the field, if this year's production is to be of normal size, not to speak of additions to the cultivated area. The latter is strongly advocated by Secretary of the Interior Lane, who urges the adoption by Congress of a "bill to stimulate the production of food upon private and public lands within reclamation projects." There are over 700,000 acres of such land upon which, the department claims, water may be placed this season.

Since the chief reason for the idleness of these tracts is shortage of labor, the bill provides for the creation of a voluntary War Maintenance Corps of farmers moving from field to field with as many gang-plows, harrows and seeders as can be bought or borrowed. "In this way, with adequate machinery and competent farmers, one man can do the work of twenty or more in a day."

As to an increase in the efficiency of farmers and farm laborers, there are reports from many states that the services rendered by state departments of agri-

culture, experiment stations, agricultural colleges and county agents are much more appreciated now than is usually the case. Patriotism is serving as cure for conservatism. In South Carolina, the merchants have been enlisted by a Commission for Civic Preparedness for War to sell seed at reasonable prices, perhaps at cost. A special committee of Negroes has been appointed by the governor.

Additional adult labor, in spite of the many appeals made, does not seem to be forthcoming to any extent for this planting season. In the meantime, the organization of child labor is proceeding rapidly. The National Child Labor Committee's plan for safeguarding children is given on page 86 of this issue.

How to secure for the farmers an adequate return and at the same time prevent excessive prices is a problem so closely bound up with that of production that the two can hardly be discussed separately. Gov. Lynn J. Frazier of North Dakota, recently elected on a farmers' vote by the Non-Partisan League of that state, is strongly of opinion, speaking for the farmers, that government regulation of both farmers' prices and retail selling prices is a necessary precaution against speculation and the coining of fortunes out of the country's need by middlemen. George W. Perkins, chairman of the Mayor's Food Supply Committee, New York city, starting at the other end from a study of the consumer's interests, has arrived at much the same conclusion.

Already an investigation made by Health Commissioner Robertson, in Chicago, shows that speculators in that city are cramming warehouses in an effort to corner certain foodstuffs. The practice of the large dealers had an immediate effect upon consumers, who started to lay in such large stores that

retailers, for their own protection and that of their regular patrons, were obliged to impose quantity restrictions.

EFFICIENCY AND THE LABOR LAWS

DESPITE the experience of England, which indicates clearly that excessive overtime in munitions factories is not a war-time economy, the movement for breaking down the labor laws goes steadily on. Of four bills introduced at Albany last week as emergency war measures, three would remove labor restrictions. One suspends the railroad full-crew law for the duration of the war. Another provides that children of twelve years or older may leave public schools from April 1 to November 1 of each year during the war and for two months after its termination, to work on farms. The third restrains the Industrial Commission from enforcing the labor law if, after investigation, it shall appear that its enforcement would interfere with the effective prosecution of the war.

Opponents of these bills make it clear that they stand for the effective prosecution of the war—that is exactly their reason for opposing the bills. The labor of children, they declare, leads to national weakness, instead of strength; English experience shows that a breakdown in labor standards means loss of efficiency. To be sure, the bill proposes that the laws shall be suspended only if it appears that their enforcement will interfere with the war, but since we know, they argue, that enforcement of the laws will not have that effect, why give the Industrial Commission power to suspend them?

In this connection attention is called to a significant statement of Secretary Daniels made last week in response to an inquiry from Prof. Irving Fisher, president of the American Association for Labor Legislation: "It is of great national concern," said Secretary Daniels, "that at the outset of war this country shall maintain a scientific program of legal protection for workers in the interest both of maximum production and human conservation. We must not permit overzeal to lead to the weakening of our protective standards and hence to the breaking down of the health and productiveness of labor."

On March 23 when the entrance of the United States into war appeared imminent the executive council of the American Association for Labor Legislation issued a public announcement warning against the danger "that men may be sacrificed to materials in the erroneous belief that unrestricted endeavor increases output," and outlining the essential minimum requirements "for the protection of those who serve in time of stress the industries of the nation." This was followed by a conference at



BACK FROM SIBERIA

Drawn by Boardman Robinson for the campaign of the Friends of Russian Freedom, to raise a large fund for the relief of political exiles returning from Siberia



PATRIOTS' DAY PARADE IN NEW YORK

A few soldiers, some women and thousands of boys and girls, marched down Fifth avenue on the anniversary of Paul Revere's ride. Boys in the cadet corps of private and church schools carried guns. Boys from the public schools and Boy Scouts in seemingly endless files carried hoes and rakes under the banner, "Every Scout Will Feed a Soldier"

Washington with the Secretary of the Navy, who declared that protective standards for workers who serve their country will be maintained at all costs.

WAR-TIME GAINS OF THE SUFFRAGISTS

PRESIDENTIAL suffrage was granted to women last week by the legislatures of Michigan and Rhode Island, and Nebraska is expected to follow suit in a few days. Votes-for-women thus has not only spread in neighborly fashion from state to state—Illinois to Ohio to Indiana to Michigan—in the past four months but leaped overland to the Atlantic seaboard itself.

It was as a war measure of democracy and justice that Gov. R. L. Beeckman urged suffrage on the willing Rhode Island legislature, and that Senator Walsh, of Montana, proposed it for all women in the United States at the hearing on the Susan B. Anthony resolution before a Senate committee on April 20. And Jeannette Rankin made her first appearance before a committee of either house to plead against the state-by-state plan of enfranchisement of her sex. She analyzed the difficulties presented in the constitutions and the legislative procedure of the states, and declared that New Mexico, the home of Chairman Jones, of the Senate Committee on Woman Suffrage, has a constitution which is vir-

tually beyond human possibility of amendment on any subject. Three-fourths of both houses of two successive legislatures, and three-fourths of the vote of every county in the state must approve any change.

Carrie Chapman Catt, speaking for the National American Woman Suffrage Association, asked the committee not merely to report favorably upon the resolution, but to prove their desire to make an immediate and determined fight in the Senate for the passage of the resolution at this time. She brought to the hearing the flags of 22 countries, including parts of the British empire, that have gone ahead of the United States in recognizing the political rights of women, and in each case by act of the central government. Mexico and Russia were the latest to grant suffrage, and even Hawaii, she declared, had adopted a full suffrage law which had been sent to Washington for ratification by Congress, and which had been "buried in some forgotten pigeon-hole." Disfranchisement, she argued, cheapened women in their own eyes and in the eyes of the government, and hence lessened their efficiency in war time. She asserted that "today the women—the greatest force our nation possesses for the creation of public sentiment—are asked to mobilize their forces in aid of a government which has wronged them."

Senators Shafroth, of Colorado; Ken-

drick, of Wyoming; Thomas, of Kansas; Thomas, of Colorado, and Smoot, of Utah, spoke for the resolution, Senator Thomas, formerly chairman of the committee, taking occasion to express his disapproval of the tactics of the National Woman's Party.

In view of the agreement of party leaders that none but war measures shall be considered during the present special session, it is doubted whether the suffrage resolution will come to a vote this year.

OHIO ACTS FOR THE PUBLIC WELFARE

OHIO'S eighty-second General Assembly, now adjourned, has, by a forthcoming report of the Ohio Institute for Public Efficiency, taken important steps toward dealing with "the underlying causes of poverty and crime and to promote the general welfare of the state."

The commission to study health and old-age insurance, previously noted in the SURVEY, has an appropriation of \$25,000 for use in the preparation of its report for the 1919 session. The governor is reported to be giving unusual care to the selection of the seven members of the commission, who will be announced when the act becomes operative in the summer.

Eleven new cottages, to house 650

patients—an increase of 30 per cent—are to be added to the Institution for the Feeble-minded, and 600 additional patients at the Hospital for Epileptics are provided for. Building and equipment were provided for the new Bureau of Juvenile Research, which, with the cooperation of mental clinics throughout the state, will make mental and physical examinations of all committed children and send them to the institution best fitted to meet their needs. The bureau was created two years ago, but has been almost inoperative for lack of funds.

Amendments to the workmen's compensation act increase the maximum death benefits from \$3,750 to \$5,000, the minimum from \$1,500 to \$2,000 and extend the payment period from six years to eight. Another act gives the Industrial Commission authority in unusual cases to pay from the state insurance fund more than the present \$200 for medical services and care. By increasing the per capita amount paid by the state to public schools for classes for the blind, more vocational training can be given and boards of education may board out blind children. An abatement and injunction law, similar to the pioneer Iowa statute, was passed.

The fifty-four-hour law for women was amended to prohibit work more than nine hours a day (except Saturday, ten), six days a week or fifty hours a week. The act is broad in its application, covering not only factories but telephone and telegraph establishments, restaurants, mercantile establishments and the distribution and transmission of messages. But the canneries are completely exempted from its provisions.

Courts of domestic relations, now ex-

isting in Hamilton and Montgomery counties, were authorized also for Lucas, Mahoning and Summit counties. A state board of education was created to enable the state to cooperate with the federal government under the vocational education act. A commission was appointed to establish an institution for crippled children. The release, parole and probation of all state prisoners was placed in the hands of a new Board of Clemency. Inmates of children's homes were required, wherever possible, to be sent to the public schools; where not possible, the institution school is placed under the control of the board of education. The granting of presidential suffrage to women has been previously noted.

INDIANA'S NEW SOCIAL LEGISLATION

STATEWIDE prohibition which, properly enforced, "will greatly lessen the state's burden of vice and degeneracy," is placed first in the summary of social legislation issued by the Indiana Board of State Charities. The so-called unfit dwelling-place law, applying even to the most solitary farmhouse, supplements the law of 1913, which applied only to incorporated cities and completes the housing program of Albion Fellows Bacon, "the tireless champion of 'the homes of Indiana'." And Mrs. Bacon, be it noted, is enfranchised, together with all the women of the state, except for the offices named in the state constitution.

In the field of medical social service, the law providing for the registration of cases of tuberculosis is so amended as to be more readily enforced. Following the

filing of a petition, the people are given the right to vote on the establishment of county tuberculosis hospitals, supplementing the earlier law which permitted counties to unite in district sanatoria, and cities of less than 10,000 population are given permission to assist private hospitals.

The jurisdiction of the contributory delinquency law was made to apply to girls of 18—hitherto 17—and, under specified conditions, the records of juvenile courts and correctional institutions are to be obliterated in the cases of persons under 21 years of age. The state's policy is declared, by statute, to be to abolish contract labor, a combination of the "state use" and "state account" systems of convict labor being established for the three institutions for men. Institution farming and gardening are to be extended.

Dependents from other jurisdictions must, under the new deportation law, be reported to the Board of State Charities and returned to their places of legal settlement. Joint purchasing of institutional supplies is authorized "whenever such purchases shall be deemed advisable," and an emergency maintenance fund of \$350,000 is placed in the hands of the governor together with \$300,000 to buy land and extend the industrial activities of any institution. The insane hospitals get a quarter million dollars for extensions. Out of a total of some seven million dollars available for institutional purposes in the next two years, the state board points out that more than half is for provision for mental defectives.

CLINIC FAMILIES AND BIRTH CONTROL

THAT ignorance of methods of controlling birth is not only a great factor in producing large families but also causes many abortions, is indicated by a study just made public by Dr. Morris H. Kahn, chief of the clinic for heart diseases at Mt. Sinai Hospital, New York city. For several years, as physician to the tuberculosis clinics of the New York city Department of Health, he has been quietly giving information about contraceptives to the poor women with whom he came into contact in the dispensaries of the department. In doing this, "I ignored," says Dr. Kahn, "section 1142 of our penal code." This section makes it a misdemeanor not only to sell or give a contraceptive to another person but even to describe "such an article."

While dispensing this information, Dr. Kahn gathered certain information about these women. Of 464 who came under his observation, 192 knew of no contraceptive methods whatever. The remaining 272 knew of one or more methods, more or less effectual. More than one-half of those who were ignorant—104—had a history of abortions,



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with a total of 202, or an average of nearly two abortions each. Of the 272 women who were acquainted with contraceptives only 72, or about one-fourth, had had abortions. These had had 122, or an average of 1.7 each.

"I doubt," says Dr. Kahn, "if any physician will prove himself selfish or ignorant enough to withhold any knowledge he may have on birth control from his patients."

GROWING PAINS AND HOUSING REFORM

BROOKLYN'S growing pains have caused a split in the ranks of housing reformers. At a hearing at Albany, Lawrence Veiller announced that he had resigned as secretary of the Tenement House Committee of the Charity Organization Society—the pioneer committee—and declared in substance that it had become a reactionary body willing to please real estate owners at the expense of tenement dwellers.

The split came over the Lawson bill, amending the tenement house law to permit three-family use of old dwellings. Brooklyn is full of such buildings. No longer desirable for single families, in sections not yet ready for tenement buildings, they are becoming lodging houses, with the familiar social and moral evils which have been studied for years by South End House, Boston. And they are, in fact, used to a considerable degree by tenants who, sub-letting a floor, do much if not all of their cooking on the premises. One of the arguments urged in favor of the Lawson bill is that it would place the supervision of such houses in the Tenement House Department.

Brooklyn as well as New York housing committees have now approved the bill, and the New York committee has issued a statement through its chairman, Paul D. Cravath, stating that while "living conditions in the converted three-story dwellings permitted by the amended Lawson bill will be by no means ideal," a majority of the committee "has voted not to oppose the bill in its present form."

"As pointed out in the committee's earlier statement, the chief objection to the Lawson bill in its original form was that it permitted the conversion of three-story private dwellings into three-family tenement houses provided with 'unsanitary air-shafts totally inadequate in size to provide sufficient light for the toilets that are to open upon them' and which, serving several apartments, may easily become channels for the communication of disease.

"This objection has been met by amendments which in effect provide, that in the case of such converted dwellings not more than forty-seven feet in depth (exclusive of bay windows and existing extensions) the following arrangement may be adopted in lieu of the

usual inner court arrangement: a. The bathroom and toilet of the first story apartment to be lighted and ventilated from the outer air (usually from the rear); b. the bathroom and toilet of the top story apartment to be lighted and ventilated either by a window to the outer air or by a suitable skylight as now permitted by law; c. the intermediate (second story) apartment to be lighted and ventilated either by a window to the outer air or by an air-shaft not less than three feet wide and having a horizontal area of at least fifteen square feet, which shall begin at the ceiling of the second story bathroom and extend through the top apartment to the roof and serve no other purpose and have no other openings.

"A majority of the committee believe that such an air-shaft, serving the bathroom and toilet of but one apartment and extending through a single story, would not be seriously objectionable. . . .

"Behind all these questions lies the radical question as to the wisdom of legislation intended to encourage the conversion of existing three-story and basement residences into three-family apartments. . . . A majority of the committee believe that it is to the interest of the community that it be made economically possible to convert them into three-family tenement houses provided with fire-escapes and other essential safeguards for the protection of life and health and subject to inspection and regulation of the Tenement House Department. . . .

"A minority of the committee, however, while giving weight to these considerations, are, nevertheless, opposed to the introduction of the air-shaft, even if confined to shallow dwellings not more than forty-seven feet in depth and serving only a single bathroom and toilet; and their opposition is due not only to the inherent objections to the air-shaft, but to their fear that its introduction into three-family dwellings, however safeguarded, may lead to pressure for legislation authorizing its use for deeper dwellings and to serve more than one apartment, which all the members of the committee would deem objectionable."

DR. SACHS' NAME OFFICIALLY CLEARED

THE memory of Dr. Theodore B. Sachs and his administration of the Chicago Municipal Tuberculosis Sanatorium have been officially cleared in a report just made by the Finance Committee of the Chicago City Council. Friends of Dr. Sachs in every rank of social work and medicine have, of course, realized that the charges were part and parcel of the spoils of politics which took charge of the sanatorium at the opening of Mayor Thompson's administration, forced Dr. Sachs' retirement and led to

New York Charities Directory 1917

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•The SURVEY will publish next week the third article in the series on The Task of Civilian Relief Work. Readers are urged to call these articles to the attention of volunteer social workers and Red Cross members.

his suicide as a protest against the rape of the institution by contractors and political doctors [the SURVEY, April 8, 1916]. But they welcomed the official report. That, together with other improvements in the Chicago situation, have made it possible to drop the work of the Committee of One Hundred citizens who have watched over the sanatorium and worked to clear Dr. Sachs' name.

The committee's secretary, Frank E. Wing, will go shortly to Rochester as secretary of the United Charities. Following his work on the Pittsburgh Survey and as a science teacher, Mr. Wing went to Chicago in 1908, serving two years as superintendent of the Tuberculosis Institute. He followed Dr. Sachs, then president of the institute, into the city service and was business manager of the sanatorium during its building and until he, too, was caught by the politicians and tricked out of his place through a juggling with the civil service law.

MINERS' WAGES FOLLOWING FOOD UPWARD

SOMETHING new in the industrial history of America—a 20 per cent increase in wages in spite of a wage contract that has a year still to run and as the result of a friendly conference instead of a strike—was brought about last week by representatives of the operators and the 225,000 miners in the bituminous coal fields of Indiana, Ohio, Illinois and western Pennsylvania. Immediately after, arrangements were made for a similar meeting in the anthracite field where the agreement has two years to run.

These conferences have grown out of the great increase in the cost of living. It was announced by the union that the miners were making no threats and that there would be no strike if the operators refused to grant the increases.

At the close of the conference, John P. White, president of the United Mine Workers, contrasted these orderly negotiations with the turmoil in England soon after the outbreak of war. There, it will be remembered, the workers were caught between the rising prices on one hand and the denial of the right to strike on the other. At the same time it was known that colossal profits were being made by coal operators, and consequently in the summer of 1915 there was a strike of 200,000 Welsh coal miners, despite the law which established compulsory arbitration and forbade all strikes. To restore peace in a vital industry, the government overlooked the infraction of the law and brought pressure on the employers to grant the miners' demands. The action just taken has greatly improved the relations between the operators and the miners union, and will avert, it is believed, all danger of a stoppage of work during the war.

CALENDAR OF CONFERENCES

Items for the next calendar should reach the SURVEY before May 19.

APRIL AND MAY CONFERENCES

ART OF THE UNITED STATES, Second Conference of Federal, State and Municipal Departments of Philadelphia, May 15. Sec'y, Andrew Wright Crawford, Room 119, City Hall, Philadelphia.

BOYS' WORK CONFERENCE, Buffalo, N. Y., May 22-24. Sec'y, C. J. Atkinson, 1 Madison avenue, New York city.

CHARITIES AND CORRECTION, Connecticut State Conference of, Meriden, April 29-May 1. Sec'y, John D. Strain, Meriden, Ct.

CHARITIES AND CORRECTION, New Jersey Conference of, Monclair, N. J., April 29-May 1. Sec'y, Ernest D. Easton, 45 Clinton street, Newark, N. J.

CHARITIES AND CORRECTION, New York City Conference of, Brooklyn, Manhattan and Dobbs Ferry, May 22-24. Sec'y, John B. Prest, 287 Fourth avenue, New York city.

CHILD HELPING, Lehigh Valley Conference of, Bethlehem, Pa., May 12. Chairman, Supt. W. G. Cleaver, High School, Bethlehem, Pa.

CHILD WELFARE CONFERENCE, Under auspices of the National Congress of Mothers and Parent-Teacher Associations, Washington, D. C., April 24-May 1. Sec'y, Mrs. A. A. Birney, 910 Loan and Trust bldg., Washington, D. C.

FIRE PROTECTION ASSOCIATION, National, Washington, D. C., May 8-10. Sec'y, Franklin H. Wentworth, 87 Milk street, Boston.

HYGIENE AND PUBLIC BATHS, American Association for Promoting, Pittsburgh, Pa., May 8-9. Sec'y, H. M. Dermitt, 608 Keenan bldg., Pittsburgh, Pa.

KINDERGARTEN UNION, International, Boston, Mass., May 7-11. Sec'y, May Murray, Springfield, Mass.

MOTHERS, California Congress of, Sacramento, Cal., May, 1917. Sec'y, Mrs. W. F. Eschbacher, 1 Greenbank avenue, Piedmont, Cal.

NURSING EDUCATION, National League of, Philadelphia, Pa., April 22-May 2. Sec'y, Isabel M. Stewart, Teachers' College, New York city.

PUBLIC HEALTH NURSING, National Organization for, Philadelphia, Pa., April 26-May 2. Exec-sec'y, Ella P. Crandall, 600 Lexington avenue, New York city.

REMEDIAL LOAN ASSOCIATIONS, National Federation of, Cincinnati, O., May 10-12. Sec'y-Treas., George E. Upson, 107 Paul bldg., Utica, N. Y.

TUBERCULOSIS SECRETARIES, National Conference of, Cincinnati, O., May 11. Sec'y, Robert G. Patterson, Columbus, O.

TUBERCULOSIS, National Association for the Study and Prevention of, Cincinnati, O., May 9-11. Sec'y, Dr. Charles J. Hatfield, 105 East 22 street, New York city.

LATER MEETINGS

INTERNATIONAL

POLICEWOMEN, International Association of, Pittsburgh, Pa., June 6-13. Sec'y, Mrs. G. Sharrot, 40 Court House, Minneapolis, Minn.

NATIONAL

CHARITIES AND CORRECTION, National Conference of, Pittsburgh, Pa., June 6-13. Sec'y, W. T. Cross, 315 Plymouth court, Chicago.

CHILDREN'S HOME SOCIETY, National, Pittsburgh, June 4-6. Sec'y, Wilfred S. Reynolds, 209 South State street, Chicago.

CIVIL SERVICE COMMISSIONS, National Assembly of, Boston, June 13-15. Sec'y John T. Doyle, 1724 F street, N. W., Washington, D. C.

FLORENCE CRITTENTON CONFERENCE, National, Cleveland, O., June 3-5. Sec'y, Mrs. Emmr L. Robertson, 307 C street, N. W., Washington, D. C.

HOME ECONOMICS ASSOCIATION, American, Minneapolis, Minn., August 22-29. Sec'y, Mrs. Alice P. Norton, 1326 East 58 street, Chicago.

HOUSING ASSOCIATION, National, Chicago, October 15-17. Headquarters, Hotel La Salle. Sec'y, Lawrence Veiller, 105 East 22 street, New York city.

INTERCHURCH FEDERATIONS, The Purpose and Methods of, Called by the Federal Council of the Churches of Christ in America, Pittsburgh, October 1-4. Sec'y, Rev. Roy B. Guild, 105 East 22 street, New York city.

JEWISH SOCIAL WORKERS, National Association of, Pittsburgh, Pa., June 3-6. Sec'y, M. M. Goldstein, 356 Second avenue, New York city.

LIBRARY ASSOCIATION, American, Louisville, Ky., June 21-27. Sec'y, George B. Utley, 78 East Washington street, Chicago.

MEDICAL ASSOCIATION, American, New York city, June 4-8. Sec'y, Dr. Frederick R. Green, 535 North Dearborn street, Chicago.

MEDICAL MILK COMMISSIONS, American Association of, Brooklyn, N. Y., June 1-4. Sec'y, Dr. Otto F. Gejer, Ortiz bldg., Cincinnati, O.

MEDICINE, American Academy of, New York city, June 4-5. Sec'y, Dr. Thomas W. Grayson, 1101 Westinghouse bldg., Pittsburgh, Pa.

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OFFICIALS OF CHARITY AND CORRECTION, American Association of, Pittsburgh, June 6-13. Sec'y, James F. Bagley, Augusta, Me.

POLISH SOCIAL WORKERS, American Committee of, Pittsburgh, Pa., June 9-11. Sec'y, Thaddeus Sleszynski, 2026 Haddon avenue, Chicago.

PROBATION ASSOCIATION, National, Pittsburgh, Pa., June 5-6. Sec'y, Charles L. Chute, Albany, N. Y.

RECREATION CONGRESS OF THE PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA, Milwaukee, Wis., November 20-23. Sec'y, H. S. Brucher, 1 Madison avenue, New York city.

SCHOOL HYGIENE ASSOCIATION, American, Albany, N. Y., June 7-9. Sec'y, Dr. Wm. A. Howe, State Education bldg., Albany, N. Y.

SETTLEMENTS, National Federation of, Pittsburgh, Pa., June 2-5. Sec'y, Robert A. Woods, South End House, Boston.

SOCIETIES FOR ORGANIZING CHARITY, American Association of, Pittsburgh, Pa., June 6-13. Gen. Sec'y, Francis H. McLean, 130 East 22 street, New York city.

TRUANT, BACKWARD, DEPENDENT AND DELINQUENT CHILDREN, National Conference on the Education of, Pittsburgh, June 4-6. Sec'y, W. L. Kiser, Eldora, Iowa.

WOMEN'S TRADE UNION LEAGUE, National, Kansas City, Mo., June 4. Sec'y, Emma Steghagen, 139 North Clark street, Chicago.

WORKERS FOR THE BLIND, American Association of, Peaks Island, Portland, Me., June 18-23. Sec'y, Charles F. F. Campbell, Ohio State School for the Blind, Columbus, O.

STATE AND LOCAL

CHARITIES AND CORRECTION, Canadian Conference of, Ottawa, September 23-25. Sec'y, Arthur H. Burnett, City Hall, Toronto, Canada.

MAYORS AND OTHER CITY OFFICIALS, Conference of, Buffalo, N. Y., June 11. Sec'y, William P. Capes, 25 Washington avenue, Albany, N. Y.

NURSES' ASSOCIATION, California State, San Diego, Calif., July 5-7. Sec'y, Mrs. B. Taylor, 126 Ramsell street, San Francisco.

SOCIOLOGICAL CONGRESS, Southern, Blue Ridge, N. C., July 30-August 3. Sec'y, J. E. McCulloch, 508 McLachlen bldg., Washington, D. C.

To Survey Associates and all Survey Readers:

681 members of Survey Associates renewed their \$10 cooperating subscriptions in the six months ending April 1; 108 Survey readers enlisted for the first time as cooperators;—789 old and new to give us momentum in entering upon the second half year of our fiscal and publishing year now begun.

The break with Germany and the declaration of war "to make the world safe for democracy" are putting to the test as never before the social resourcefulness of the nation. The experience, craftsmanship and effectiveness of American social agencies and movements are an asset in the situation. To interpret their constructive and patriotic employment, to bring out human needs and values at a time when social vigilance is needed if ever to prevent waste and weakness in the national economy, and to afford an open channel for discussion of the social bearings of situations and issues as they develop, are tasks before the SURVEY.

We are in position to render public service for which, conceivably, all that has been wrought into this adventure of ours in cooperative journalism has been so much preparation. To illustrate, the American Red Cross is reprinting and distributing the series of three articles on the Canadian Patriotic fund printed in the SURVEY in March.

We believe that we can look for vigorous backing in strengthening the hands of local and national social movements, by bringing dependable information and mutual counsel to widening groups of Americans eager to serve.

If you are not sharing in the Survey's fellowship, let us hear from you this month—the first of a new volume—the beginning of the second half of our publication year—the threshold of a great obligation and a great opportunity.

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THE SURVEY

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FRIDAY EVENING ON THE "EAST BROADWAY" OF A TYPICAL RUSSIAN GHETTO

Americanizing the Jewish Immigrant

By Israel Friedlaender

Tuberculosis in France

By Hermann M. Biggs, M. D.

The Nature and Uses of Social Evidence

By Mary E. Richmond

CONTENTS for MAY 5, 1917

The GIST of IT

VOLUME XXXVIII, No. 5

CONTRIBUTED ARTICLES

The Americanization of the Jewish Immigrant - - - - -	ISRAEL FRIEDLAENDER	103
The Nature and Uses of Social Evidence - - - - -	MARY E. RICHMOND	108
A Settlement War Program - - - - -	MARY K. SIMKHOVITCH	111
Tuberculosis in France - - - - -	HERMANN M. BIGGS, M. D.	112
Foreign Students in America - - - - -	CHARLES D. HURREY	114
Nature's Dwarfs - - - - -	ALBERT A. HANSEN	116
The Task of Civilian War Relief. III - - - - -		117
The Challenge, a Poem - - - - -	PAUL LYMAN BENJAMIN	119

COMMON WELFARE

Conscription Adopted by Congress - - - - -	120
Small Nations Leagued Together - - - - -	120
The New Committee on War Prohibition - - - - -	121
Special Hospitals for War Shock - - - - -	121
Watchmen on the Walls of Labor - - - - -	122
"Hysterical Demands for Economy" - - - - -	123
Tuberculosis at Home and Abroad - - - - -	123
Smallpox Epidemic from a Single Imported Case - - - - -	124
Mooney's Part in Foreign Relations - - - - -	124
Daylight Saving Before Congress - - - - -	125
Family Limitation Centers in Chicago - - - - -	126
Social Activities of the City of Moscow - - - - -	129
A Ten-Year Program for the Insane - - - - -	130
For Nationalizing the Neighborhood - - - - -	131
The Way Toward a Peace That Shall Last - - - - -	132

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THE SURVEY is a weekly journal of constructive philanthropy, founded in the 90's by the Charity Organization Society of the City of New York. The first weekly issue of each month appears as an enlarged magazine number.

From the start, the magazine and its related activities have been broadly conceived as an educational enterprise, to be employed and developed beyond the limits of advertising and commercial receipts.

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MARKET GARDENERS might give us pointers on Americanizing immigrants. In transplanting grown plants, or even seedlings, they keep as much as possible of the old soil, and they crowd down the new soil so that the roots shall have full contact with the nourishing earth. For the first day they protect the leaves from withering sun and slashing wind. Now with immigrants, Dr. Friedlaender tells us, the trouble is lack of equilibrium; with transplanting to the New World we must bring as much as we can of the old culture and of the protective social customs and relationships. Page 103.

CONSCRIPTION is adopted as the policy of the United States in raising an army of one million men in addition to the regulars and the militiamen. Only the conflicting details in House and Senate bills remain to be worked out. Army pay is doubled. Married men, those necessary in industry, including agriculture, and conscientious objectors who are church members, are exempt. Page 120.

SOCIAL SETTLEMENTS have agreed on five major planks in a war platform. Page 111.

SOCIAL WORK, for its own uses and for all those who have to make decisions about men and women, is working out a technique in the seeking and use of evidence. It is not bound down by scientific fact, as is medicine, nor by rigid rules and antipathy to credible hearsay, as is law. A discussion of it by the dean of case workers. Page 108.

ORGANIZING its forces in every state, the Consumers' League proposes to watch over and preserve the women and children called on for war sacrifices. Page 122.

WAR DISEASES of the old sort, such as typhoid and measles, sent a soldier to the hospital, where he either got well or died. But the war diseases of this war are social diseases—tuberculosis, syphilis, alcoholism—which cripple the man and follow him back into his family and his community. Dr. Biggs, home from France, reports on the sickening toll of tuberculosis among an indifferent people when war has run up an already high death rate. Page 112. A new committee has been organized to crystallize into action the widespread desire for war prohibition. Page 121.

MEN of tomorrow—the leaders in every part of the world—are students today in American colleges. A committee at work to take them into our homes and factories and social agencies as a hospitable measure of good will. Page 114.

AN arbor vitae tree fifty years old but scarce six inches tall gives a botanist a text for a sermon on the children of the slums. Page 116.

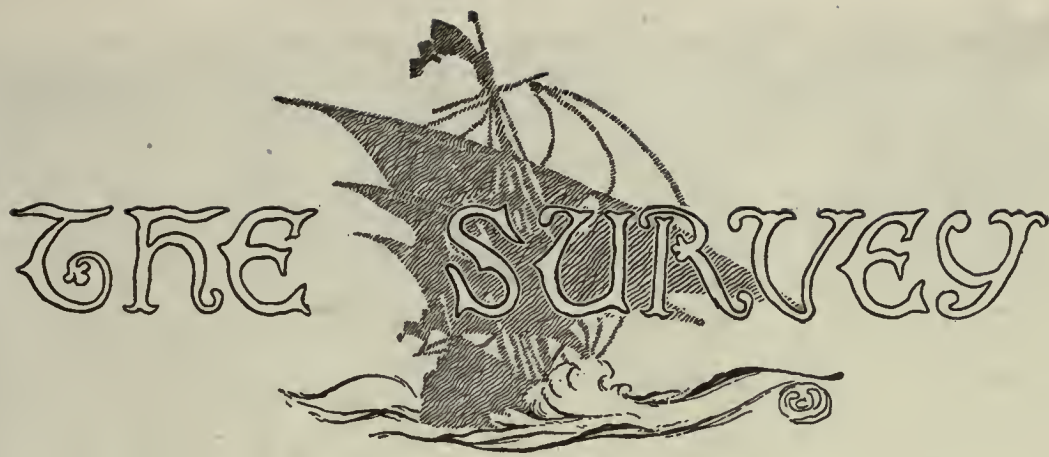
TRUE acquaintanceship based on many interviews and the following up of every clue are at the basis of relief work for soldiers' families as they are of all good case work. Page 117.

REPRESENTATIVES of the small nations have joined forces to have their say at the peace conference after the war. Page 120.

IT took a cable from Petrograd to wake up this country about "a Socialist named Mooney" who was about to be hung on questionable evidence. Page 124.

HALF oriental and but just freed from autocratic misrule, the city of Moscow is undertaking a wide range of municipal social activities. Page 129.

THE SURVEY



The Americanization of the Jewish Immigrant¹

By Israel Friedlaender

CHAIR OF BIBLICAL LITERATURE, THE JEWISH THEOLOGICAL SEMINARY OF AMERICA, NEW YORK.

THE Jewish immigration into the United States has for more than a generation proceeded in the main from the lands of eastern Europe, which in the course of the great world war have served as the battle-ground between Teuton and Slav. Competent observers of European conditions are strongly of the opinion that Jewish immigration from the same territories will at the close of the war assume even larger proportions than prior to it. Crippled by the terrible ravages of war and famine, of both of which they have borne more than their fair share, caught, as in a vise, between the conflicting aspirations of Russia, Germany and Poland, the Jews of eastern Europe will, in the judgment of these observers, turn their hopes to these shores where they may be assured of a free human existence, as part of the American commonwealth.

Be this as it may, at this serious hour in the history of our country, when America is engaged in the process of self-determination and is taking stock of the human and material resources at its disposal, the question of the adaptation of the immigrant population to the American environment calls for calm and careful consideration. And the Ameri-

canization of the Jewish immigrant forms by no means the least important phase of this great problem.

In discussing the question of the Jewish immigrant in relation to the American environment, I propose to dissociate it entirely from the general question of Judaism, about which there exists an infinite variety of opinion and emotion no less among the Jews than among the non-Jews. Laying aside

Oil Painting by Max Fabian



EMIGRANTS

all personal convictions and associations on the subject of Judaism, I shall endeavor to view the problem before us from a position which is far removed from the battlefield of controversy: from the point of view of the humanitarian who is interested in the Jews, not on account of his racial or religious kinship with them, but as a section of humanity to which he is bound by no other tie except that of a common mankind.

It would lead me too far afield to enter into a discussion of the immigrant problem at large. It will suffice for our purpose if we start from the premise which will be granted by all: that the solution of the immigrant problem consists in making the immigrant *cease* to be an immigrant, *i. e.*, in common parlance, in making the immigrant, who is a stranger in our gates, feel as if he were at home, in transforming him

¹ This article was written before the Russian revolution.—THE AUTHOR.

into a happy and useful member of the new environment. As applied to the immigrant problem in this country, it means the Americanization of the immigrant, in the best and loftiest connotation of this term.

The solution of this problem is a twofold one: on the one hand, it is of an external nature. We must endeavor to acquaint the immigrant with the conditions of the new land and to enable him to fight successfully in the struggle for existence, so that he may obtain and assume his rightful share in the benefits and responsibilities of the country which he has chosen for his abode.

Equilibrium Lost by Transplanting

THE second solution of the problem is of an internal, or spiritual, character. Perhaps it may best be formulated as the attempt to restore the equilibrium of the immigrant. Equilibrium has been defined as "a condition of equal balance between opposite or counteracting forces." In the life of the body, the most important sense, without which animal life is practically impossible, is the sense of equilibrium, that sense, as has well been said, "by which we have a feeling of security in standing, walking, and, indeed, in all the movements by which the body is carried through space." In spiritual life the equilibrium of man, with the possible exception of a few geniuses, is the product of the social forces of his environment. As long as man remains within his natural surroundings, he is endowed with that sense of equilibrium—whether we call it habit, tradition or association—which gives him the feeling of security in all functions of life. For the environment dictates to him his form of speech, shapes his thoughts, colors his sentiments, determines his manners and customs. In the case of the immigrant, *i. e.*, of the man who has been detached from his accustomed environment, this equilibrium is disturbed. He is deprived of the constant, though unconscious, guidance of his social group, and the result is the same as in the life of the body when the sense of equilibrium is impaired. He loses his feeling of security; he reels; he is swayed to and fro by the slightest touch of the new environment; he becomes unnatural and unhappy. Unless he be a man of exceptional ability, the most valuable in him, his personality, the outcome of long years of breeding and training, is destroyed, and he is in danger of becoming a moral wreck, a menace to himself and a menace to his neighbors.

The solution of the problem, therefore, must consist in the restoration of his equilibrium, in the recreation of a social environment for him which, amidst the puzzling conditions of the new land, would offer him that spiritual anchorage with which his former environment had provided him; in making him again the unit of a social group, the mandates of which he could obey, and in enabling him to regain the sense of security which had formerly guided him in all the functions of life.

The Jewish immigrant problem in its internal or spiritual aspect—its external phase, which is a matter of common agreement, may well be left out of consideration—is essentially the same, except that it is greatly aggravated and complicated by the peculiar conditions of the environment from which the Jewish immigrant comes. For it is obvious that the greater the divergence between the old and the new environment of the immigrant, the greater must be the disturbance of his equilibrium. The English-speaking immigrant, or the Scandinavian, and the German, whose former environment is culturally similar to our own, find it comparatively easy to adapt themselves to the new conditions of this country. The Italian, the Slav, the Syrian find this adaptation increasingly difficult.

Now it may be asserted, without fear of contradiction, that in no case is the contrast between the old and the new wider and deeper than in the case of the immigrant Jew. For the Jewish immigrants who in their overwhelming majority hail from the lands of ancient Poland, from western Russia, Galicia and partly from Roumania, come not only from countries whose general civilizations are vastly different from that of our own land; but they come, in addition, from a purely Jewish environment, which in itself is radically different from the non-Jewish environment of the country in the midst of which it is situated. In most of the towns from which the Jewish immigrant hails the Jews form the bulk of the population and live entirely apart from the non-Jews. There are localities—some of them the writer remembers from his early associations—in which the only non-Jewish resident is the *Shabbes goy* (the gentile who assists Jews in their domestic arrangements on the Sabbath day) and in which the approach of the Sabbath is still heralded on the market place by the Jewish beadle.

It is absolutely essential for us to realize the full character of this Jewish Ghetto environment if we may ever hope to solve or even to mitigate the difficulties confronting the Jewish immigrant. It is generally known and taken for granted that the sum and substance of Jewish life in the former environment of the immigrant Jew is the Jewish religion. This to a large extent is correct, but it is necessary to bear in mind that religion, as conceived by Judaism and as carried to its extreme consequences in the development of Polish Judaism, is infinitely more than what is associated with it in the modern world. Religion, from this point of view, is co-extensive with that which, in modern parlance, goes by the name of social and cultural life. Judaism, in this formulation, regulates practically all the functions of life, even those which the Christian would never think of associating with religion, such as food and drink, as well as the manners and customs of every-day life. As a result of this development, the immigrant Jew possesses his own language, or rather languages. For, while he uses Yiddish as a vernacular, he employs Hebrew not merely as the language of prayer and study but also, to a very considerable extent, as a medium of literature and correspondence. Both languages (Yiddish to a lesser degree than Hebrew) are regarded by him as part of his religious tradition. He wears in his homeland his own form of dress which is no less hallowed by religious associations.

Religion Dominating Social Life

IN A word, religious tradition dominates the entire range of his social life, which is thus, except for the external points of intersection with the economic and political factors of the outside world, wholly and exclusively Jewish.

This all-embracing influence of the Jewish religion is even more marked in the domain of his cultural activities. For, in a country in which compulsory education is unknown and in which the striving of the Jew for general culture is cruelly hampered, Jewish education is limited, almost by force, to the study of Judaism, as represented by the Bible and, still more so, by the Talmud and post-Talmudic literature. The extraordinary love of learning which, inculcated by Jewish religious tradition, is characteristic of eastern European Jews to a truly astonishing degree, and the one-sided limitation of these intellectual endeavors to the literary sources of Judaism have resulted in the evolution of a peculiar Jewish mentality and, if I may use the expression, of a peculiar Jewish sentimentality, which marks off this type of Jew from his Christian fellow-citizens as well as from his coreligionists in other lands.

True, in recent times a large number of Jews in eastern



YOM KIPPUR [DAY OF ATONEMENT]

Europe have drifted away from the religious moorings of Judaism and have become indifferent and even hostile to religion. But it would be a serious mistake to regard this estrangement from the Jewish religion in the light of the western European or American tendency of Jewish assimilation. These radicals or free-thinkers are, in most cases, just as keenly interested in the preservation of Jewish distinctiveness as are the old-fashioned orthodox Jews, except that what the latter regard as a mandate of the Jewish religion, the former justify by the authority of Jewish nationalism.

This Jewish isolation which, as has been pointed out above, covers the whole domain of life, has undoubtedly bred grave defects which considerably mar the complexion of the immigrant Jew, such as pettiness, suspiciousness, hypersensitiveness and hyper-cleverness, excessive individualism, lack of organizing ability, disregard of externalities, often resulting in uncouthness and uncleanliness, and other shortcomings of this kind. But it has at the same time been productive of positive characteristics, which to the outsider are perhaps less palpable, because, unlike the others, they do not lie on the surface, yet are of immense intrinsic value and far more than make up for his defects: his extraordinary mental vigor, his unconquerable thirst for knowledge, his boundless respect for learning, his passionate love of liberty, his profound sense of justice, his power to endure suffering, his frugality, his genuine warm-heartedness, and a variety of other virtues which are best evidenced by the fact that his enemies openly justify their cruelty by his enormous superiority over the native population, a superiority which he has been able to maintain in the face of inconceivable misery and persecution.

It may now be realized in what a terrible conflict the Jew-

ish immigrant must find himself when, having left his Ghetto environment, he suddenly emerges on the shores of the new world. Not only are the external conditions of life in this country diametrically different from those he had left behind—the inner forces of life, the social and cultural influences, are no less conflicting. For the ideals which underlay the whole social stratification in his old environment were primarily of a Jewish character: Jewish learning and Jewish piety, *i. e.*, knowledge of the Jewish religion and the observance of its practices. These qualifications, far more than wealth, determined the position of the Jew in his social group and provided the incentive for his rise and progress.

Mangled Souls in Our Ghettoes

ON ARRIVING in this country, the immigrant discovers that they are not only valueless, but that they are a hindrance and sometimes a nuisance in the eyes of his fellow-men. We are horrified by the sight of physical cripples. But were it given to us, by some kind of spiritual X-rays, to perceive the fractures in the souls of men, we would be a thousand times more horrified by the sight of the untold numbers of mangled human souls which are writhing in inexpressible suffering in the midst of our Jewish immigrant population. No one except he who has an intimate knowledge of the conditions of old-fashioned Jewish life in the Ghetto can adequately appreciate the excruciating mental agony which the immigrant Jew must experience when, for instance, for the first time in his life he is forced to violate the God-given command of abstaining from work on the Sabbath day, or to transgress any of the Jewish regulations concerning food which in his eyes are clothed with the authority of the Divine will. Nor can the outsider fully

realize the inexpressibly tragic gap which opens up in the soul of the immigrant when he discovers that what he has held sacred and dear in the past is valueless, and less than valueless, in the eyes of his new neighbors. The result of this conflict is in innumerable cases a complete loss of equilibrium and the destruction of that feeling of moral and mental security without which man is degraded into a beast, and life becomes a meaningless and brutal discharge of mere physical functions.

The Social Life Left Behind

THIS change of environment has also another aspect which is more specific but which deserves mention in this connection because it is a prominent feature of the activities of the Americanizing agencies in this country. I refer to the social life of the immigrant in the narrower sense of that term. In the Ghetto, with all its economic misery, ample provision was made for the recreational phase of life. Social life, in the sense of sociability, strange though it may sound, was perhaps nowhere so fully developed as in the Ghetto. The Beth Hamidrash, "the house of study," and, in the provinces in which the sect of the Hassidim (pietists) prevail, the Klaus or "meeting house" formed the social center of the community where the Jews met day in and day out not only for mental recreation by studying jointly the sources of Judaism, but also for social entertainment in the form of friendly chats and, very frequently, of common meals, generally accompanied by singing and even dancing. The Jews of the Ghetto, in very truth, lived up to the biblical adage that man doth not live by bread alone but by what proceedeth from the mouth of the Lord. For, while they often lacked bread, they found supreme comfort and happiness in the study and contemplation of the word of God. As one who has had occasion to observe, at close range, the social and recreational aspects of Jewish life not only in the heart of the Russian-Jewish Ghetto but also in the leading Jewish communities of western Europe and America, I make bold to assert that modern Judaism, with all its wealth and splendor, has nowhere been able to produce even the shadow of a substitute for that invigorating and ennobling joyousness which the immigrant Jew found provided for him in the Shiur (Talmud course) given at the Beth Hamidrash or in the Shalosh Seudoth (the Sabbath afternoon meal, mostly consisting of bread and herring) arranged in the Hassidic "meeting house."

On arriving in this country, the Jewish immigrant finds himself deprived of all these social stimuli. He may still cling to the outward forms of Judaism, if he can. But the spirit which gave them life and meaning has gone. Judaism had been to him like a beautiful painting, delighting his soul by the warmth of its colors and the loftiness of its composition. Now he discovers that the colors are rapidly fading, and that all that is left to him is nothing but a crude and colorless canvas, without beauty, meaning or comfort.

This change of environment would perhaps not be so painful to the immigrant if, on arriving in the new land, he were to find a uniform and firmly settled culture into which, with some effort on his part, he might become assimilated. This, however, is not the case. Life in the large American cities, and particularly life in New York, is neither uniform nor definitely settled. The immigrant cannot help being utterly confused by the disharmony and instability of the new environment. It is a matter of common knowledge that, when coming in contact with a new culture, men are invariably apt to notice and to imitate that which is superficial and, therefore, least valuable in it. This fact is well known to every student of the history of human civilization. One need only think of the effect of French culture on the native masses of the Le-

vant or of English culture on the inhabitants of India. In the interior of British South Africa one may come across natives in a state of complete nakedness except for a silk hat and a colored waistcoat which they evidently regard as the sum and substance of English civilization. The immigrant Jew, with all his mental agility, and with all his traditions of an ancient culture, can only see the superficialities of American life and, not being steadied by the equilibrium of his own heritage, he seizes upon them as the true manifestations of the new environment.

While he does not, and, indeed, cannot perceive the great ideals underlying the American commonwealth, he quickly enough notices those negative, though accidental features which lie on the surface of American life: The hunt after the dollar; the corrupt state of politics; the hankering after publicity; the drift toward materialism; and he is forced to the dangerous and cynical conclusion that America—and here I merely repeat what one may frequently hear from the lips of Jewish immigrants—is the land of bluff; that religion, morality, politics, learning are a sham; and that the only thing of value and power in this country is almighty mammon.

The result is obvious. The immigrants with a nobler fiber, in whom the traditions of the old environment are firmly rooted, are bitterly disappointed. They turn away with disgust from the new environment, which is utterly misconceived by them, and—here again I refer to a phrase current among this type of Jewish immigrant—they deprecate the memory of Columbus for having discovered America, where their hopes for a happier and loftier existence have been cruelly deceived. Thousands of these immigrants would be happy to return to the old country if external conditions permitted them to do so.

The others, however—those who are of a cheaper mental grade—are quickly reconciled to the new state of things and, throwing off the former restraints of Judaism, are ready to play the game. They enter fully into what they believe to represent American life and bring to bear upon it their innate cleverness and resourcefulness.

What then is the remedy for the evils attending this radical change of environment on the part of the Jewish immigrant—evils which, if not checked in time, may give rise to serious and complicated problems? To my mind, there is only one remedy: the restoration of the equilibrium of the Jewish immigrant. It goes without saying that we must acquaint the immigrant with the conditions of the new land, not only to strengthen him in his struggle for existence but also to enable him to realize the true foundations of American life and American culture. But it is just as important, if not more important, because more promising of results, that we make him again a social unit, that we recreate his natural environment for him.

Tempered Americanization

WERE IT possible to make the Jewish immigrant a completely new man by uprooting all his previous traditions and habits and by turning him into a full-fledged member of the American environment, one might feel inclined, looking at the problem from the purely humanitarian point of view, to recommend the process of uncompromising Americanization. Although even in this case, from the same humanitarian point of view, one would greatly regret the tremendous waste of mental and moral energy which this hot-house transformation is bound to entail, to the detriment of this country, which depends for its progress on the best that its citizens can contribute to it. But the Jewish immigrant, like all other human beings, cannot be made a new man. The human soul is *not a tabula rasa*. The impress of centuries is indelibly stamped

upon it, and no mechanical process can undo the organic development of many generations.

Hence the only solution left to us is to reconstruct, or rather to help the Jewish immigrant to reconstruct, his old environment, to reawaken and reinforce the social influences of his former surroundings, so that they may once again provide him with guidance and inspiration, that he may once more possess the sense of equilibrium, that feeling of security which makes a man a normal being and his life a normal process.

It may be argued against this view of the problem that the remedy proposed might stand in the way of the Americanization of the immigrant which, as Americans, we must all have at heart. But such an argument is fallacious. The influences in this country making for Americanization are so extensive and so powerful that, whatever procedure we may choose to adopt, the Americanization of the immigrant can only be retarded; it certainly cannot be checked. But even if the handicap to the process of Americanization were real, it would be infinitely less harmful than the dangers lurking behind a de-Judaized and superficially Americanized Jewish immigrant population. The writer for one, and here again he is speaking purely as a humanitarian, prefers the kaftan-clad old-fashioned Jew, with his unattractive appearance and ungainly manners, whose whole life is dominated by the ideals and mandates of an ancient religion and civilization, whose mind has been cultivated by the subtleties of the Talmud and whose conduct is regulated by the restraints of the Shulhan Arukh, to that modernized amphibious creature, the gaudily attired, slang-using, gum-chewing, movie-visiting, dollar-hunting, vulgar and uncultured, quasi-Americanized "dzentleman."

Old Environment in the New World

It is obvious, therefore, that our method of Americanization—an Americanization which is constructive and not destructive—must consist in restoring the impaired or destroyed equilibrium of the immigrant Jew by enabling him to recreate for himself his former environment. It is not enough that we tolerate his old Jewish associations; we must call them forth where they are dormant and strengthen them where they have become weakened. Of course, we do not wish to reproduce the old Jewish Ghetto in the new land. Nor does the Jewish immigrant desire it.

The immigrant Jew who flees to this country as a haven of refuge and is anxious to throw in his own lot and that of his children with the new land is fully alive to the obligations imposed upon him by American life and citizenship. Those who are intimately acquainted with the life of the immigrant in his old and new home and do not base their judgment on ignorance and superficial observation are frequently amazed at the readiness with which the immigrant Jews make concessions to the American environment. With few exceptions, even the most conservative and most backward among them are happy and proud to entrust their children to the American public school, although in their old country they had shunned the secular school as a de-Judaizing agency. They have scarcely touched these shores when they throw off their ancient costume which in eastern Europe is the peculiar mark of their race and is hallowed by the traditions of centuries. They are eager, perhaps more so than other immigrants, to acquire the English language, and though they themselves may fail in these endeavors, they watch with delight the linguistic progress of their children.

In a word, the immigrant Jew does not object to the modifications in his old mode of life which are necessary to harmonize it with American conditions. But he insists, as he has a right to insist, that these modifications do not encroach



LEISURE HOUR

on the essential character of his religious tradition. We must then adapt the immigrant Jew to the new environment, but we must do so cautiously, gently and sympathetically, ever alive to the dangers of a rapid and artificial Americanization which may destroy old values without building up new values in their stead.

And it is just as obvious that those entrusted with the task of Americanizing the Jewish immigrant must be men and women who know and understand him. It would seem preposterous that we should have to insist on such a truism were it not for the fact that in the practical execution of the work of Americanization this simple demand is so frequently disregarded. A person who would set out to cure the bodily ills of his fellow-men without an adequate knowledge of the structure of the human body would be scorned as a quack. But where human souls are concerned, it would almost seem as if ignorance were bliss. Constructive Americanization must be based upon knowledge. Only an intimate acquaintance with the life of the Jewish immigrant in his old and in his new environment, only a full understanding of his mentality and psychology, and an adequate appreciation of his traditions and associations may succeed in bridging the terri-

ble chasm between his past and present, in creating a proper outlet for the immense stores of energy that lie dormant in him, and thereby transforming him into a happy and valuable citizen of our great republic.

The humanitarian method of dealing with the problem of the Jewish immigrant may perhaps be best illustrated by a striking utterance of the late Yiddish writer, Sholom-Aleichem, a subtle observer and powerful portrayer of Jewish

immigrant life. Addressing himself to those who are engaged in Americanizing the Jewish immigrant, he reminded them of the fact that the biblical injunction commands us to *love* the stranger. To pity him is not enough. Pity may suffice in the case of animals; it cannot satisfy the needs of human fellowship. It is only by loving the stranger that we may ever hope to solve the delicate task of transforming his soul without destroying it.

Nature and Uses of Social Evidence¹

By Mary E. Richmond

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FROM the beginning of his task the social case worker deals with testimonial evidence in a way shaped by the end for which it was obtained; namely, the social treatment of individuals. As he proceeds he often finds himself in need of more knowledge as to the weight which should be attached to the social evidence he has gathered. Are there rules of evidence, principles of choice, that can guide him in selecting from a group of unassorted observations and testimonies those which he can rely upon from those which must be accepted "with a grain of salt"? If so, are these principles peculiar to social work, so that its practitioners will be obliged to dig them out from their own experience alone, or may they hope to find them already identified in law book or laboratory?

That there are such rules to guide the social worker is intimated by a correspondent who had gone from a charity organization society to a society to protect children from cruelty. He writes:

As a result of my experience both with Charity Organization Society and with Society for the Prevention of Cruelty to Children investigators, there seems to me a weakness in the training of the Charity Organization Society district secretary, who from the nature of her duties is constantly required to weigh evidence but who has not got clearly in mind the fundamental differences between different classes of evidence and their different values. I do not now refer to the nice discriminations; those I am content to leave to trained lawyers to squabble over. Not only would the co-operation with a Society for the Prevention of Cruelty to Children be at once improved but evidence as it stands in a Charity Organization Society investigation would be increased in value and reduced in bulk. I confess to considerable impatience at times when I find district secretaries of some and even of great experience apparently *valuing every statement equally and then adding the items together to find a total.*

Many will share this correspondent's impatience with such arithmetic. Nevertheless, no considerable group of social case workers—whether in a society to protect children or a charity organization society or anywhere else—seem to have grasped the fact that the *reliability* of the evidence on which they base their decisions should be no less rigidly scrutinized than is that of legal evidence by opposing counsel. On the other hand, the question of admissibility, the rules for which were framed mainly to meet the average juryman's lack of skill in testing evidence, does not enter into the weighing of facts as gathered by an agency all in whose service are, or can be, trained to this special task. Skill in testing evidence, as leading to such proof as social workers need, is in no way dependent upon a knowledge of the legal rules of admissibility. Social evidence, like that sought by the scientist or historian, includes all items which, however trifling or apparently irrelevant when regarded as isolated facts, may, when taken together, throw light upon the question at issue; namely, as regards social work, the ques-

tion what course of procedure will place this client in his right relation to society? Many an item, such as a child's delayed speech, for instance, may have no significance in itself, whereas when considered in connection with late dentition and walking and with convulsions it may become a significant part of evidence as to the child's mentality.

Social evidence, then, has an advantage over legal evidence in that it can include facts of slight probative value. Without this advantage social case work would not be possible, since the problem of the orientation of a family or individual is far more complex than the single question as to whether or not a litigant or a defendant is to be penalized. Moreover, facts having a subjective bearing, like that of delayed speech just instanced, are especially characterized by their cumulative significance. Variations between people in mental endowment, in "personality," display themselves ordinarily not in a few conspicuous acts, but in a trend of behavior evidenced by innumerable trifling remarks or by a succession of decisions and impulses each unimportant in itself. Evidence of this cumulative sort therefore, is essential wherever, as in social work, decisions rest upon intimate understanding of character.

In examining the reliability of evidence, social case work should make its own application of universal tests; and, coming late to the task, should be able to profit by the experiences not merely of law, but of history and of natural science. The various professions apply rules of evidence for arriving at truth, each according to its own special conditions. The scientist uses controlled experimentation because he works with material which may be brought under complete control. He may, for instance, till half of an orchard whose physical conditions, soil, grade, exposure, etc., are the same throughout. If the tilled half bears much better than the untilled, he concludes that tilling increases the product of fruit trees. When, however, the farmer in the fable digs in his orchard for buried treasure, and in place of gold finds his promised fortune in an unprecedented yield of fruit, he probably draws no causal inferences whatever.

Should a social worker have the task of showing whether the farmer's labor had paid or not, he would get the testimony of the farmer, of his family, and his neighbors as to the previous care of the trees; their evidence as to any other measures of improvement he might have taken, such as pruning, thinning out, etc.; their recollection, corroborated by governmental reports, of weather conditions, pests, etc., of preceding years. He would take account of hearsay evidence, of persistent rumors, of the general appearance of the man's farm and home. As a result, the social worker might establish or discredit the value of tillage in this instance with a fair degree of probability.

Suppose on the other hand some decision in a law court should turn on the question whether or not it was his tilling of

¹ A chapter from Miss Richmond's work, *Social Diagnosis*, published this week. Copyright, 1917, by Russell Sage Foundation.

the soil that had brought the farmer an increased yield of fruit. The court would deal in the main with the same facts as the social worker, namely, with the testimony of witnesses, with government reports, or with an inspection of the premises; the difference would be that a court would guard with scrupulous care the admission of hearsay evidence and would exclude rumors; that it would, in short, hold each witness to a responsibility for his statements, allowing him in the main to say nothing of which his own knowledge was not first-hand. This evidence might or might not satisfy the court beyond a reasonable doubt that it was justified in concluding that tillage had increased the farmer's yield. But these restrictions upon evidence are necessary in law because of the obligation the judge is under of sifting evidence for a jury who are liable to allow undue weight to items which have small value as proof.

The common difference between the point of view of social worker and court stands out in the following instance of alleged parental neglect:

SOCIAL EVIDENCE WHICH LED A CASE WORK AGENCY TO ASK COURT ACTION THROUGH A SOCIETY TO PROTECT CHILDREN

REASONS WHY THE SOCIETY TO PROTECT CHILDREN BELIEVED THAT THE COURT WOULD NOT ACT

1. Three rachitic children aged seven, five, and three years; the oldest could not walk at all at four years; the second and third had bowed legs and walked with difficulty at three years old. Although the oldest child has been three and a half years in a hospital, where it was sent by a social agency, the parents omitted to take the other children to the dispensary for examination and advice. The social worker made seven calls to urge them to do this. They assented each time, but were increasingly resentful at what they regarded as an intrusion into their private affairs, and did nothing. The social worker construed this as parental neglect.

1. "No doctor has yet made a definite statement as to the serious result of failure on the parents' part to follow directions in the treatment of these children." A court would not accept a layman's judgment even on so obvious a matter as extremely bowed legs, because this might establish a precedent which in most instances would work badly. A layman's opinion in such a case as this is a less responsible one than a doctor's, since the latter's professional standing is involved in his statements. Even with a physician's statement "it is very difficult to make such neglect the basis of a case in court." The father supports his family, the mother gives good care as she understands it. The court, fearing that doctors may disagree, hesitates to force a debatable treatment upon well-meaning, if ignorant, parents. One might venture to predict that courts will more readily consider neglect of this sort as they grow inclined to take common sense risks instead of resting on the letter of precedent.

2. This family has lived for six years in two tiny rooms on the top floor. Although their tenement rooms are sunny and clean, the children do not get sufficient exercise or air. The parents refuse to move, as the rent is small.

2. The sunniness of the tenement and the fact that the mother keeps it clean would prevent a court from regarding these cramped quarters as evidence of culpable neglect. Public opinion would not uphold the court in making an issue over home conditions that were not considerably below the ideal held by social workers. The social worker often forgets this.

3. A year and a half after having been urged to have the two younger children examined, the mother took the youngest child to the hospital and promised to bring the second child. Eight months later she had not done this.

3. "While it looks as if the family had been neglected in years past, either deliberately or through ignorance, or both, the situation today is not clear." The oldest child is still in the hospital, the youngest has received hospital care, and the mother has promised to take the second child to the out-patient department. With this evidence of good intentions, a doctor's statement (see 1) would be necessary to satisfy a court of present neglect.

Here was a deadlock. In asking court action on the ground of parental neglect the social worker was in effect calling upon the court to accept his interpretation of the evidence as establishing the fact of neglect, and to order the children to be submitted to physicians for treatment. The court, on the other hand, as interpreted by the society to protect children, would require the physician's testimony as a link in establishing the fact of neglect and would be unlikely to act until the social worker himself had done the thing he was asking the court to do; namely, confront the case with a doctor. It would seem to a layman as if in such a case the court might safely summon the parents and child into court, admit the child's bowed legs and the social worker's efforts to persuade the family as evidence, and put this father and mother on probation to consult any reputable doctor they chose.

It is clear, then, that whereas social evidence is distinguished from that used in natural science by an actual difference in the subject matter, it differs from legal evidence not in the sort of facts offered, but in the greater degree of probative value required by the law of each separate item. The additional testimony which the court would have asked in the instance cited was not different in kind from what the social worker already had.

In short, social evidence may be defined as consisting of any and all facts as to personal or family history which, taken together, indicate the nature of a given client's social difficulties and the means to their solution. Such facts, when duly tested in ways that fit the uses to which they are to be put, will influence the diagnosis of physical and mental disorders, will reveal unrecognized sources of disease, will change court procedure with reference to certain groups of defendants, and will modify methods in the school class room. To a certain extent social evidence is already exerting this influence, but the demand for such evidence is likely far to outstrip the supply during this next decade.

The Wider Use of Social Evidence

SCATTERED and tentative as they still are, the signs of such coming demand are nevertheless unmistakable; the uses of social evidence in the older professions are beginning to multiply, as the following illustrations will show:

A specialist in the *diagnosis of feeble-mindedness* committed two difficult girls to custodial care, largely on the facts supplied him from first-hand observations by a children's aid society as to the characteristics of these girls and of their families. The "stream pictures" furnished in summaries of two case records, covering two years in one instance and nine in the other, were his most conclusive evidence.

The nature of these stream pictures may be gathered from Dr. W. E. Fernald's discussion (*American Journal of Insanity*, April, 1909) of the evidence needed by the psychiatrist for making a diagnosis of mental defect. Some of this evidence, although obtainable by social workers, is of course medical in character, that is, delayed dentition, late walking, delayed speech, a history of convulsions in the first few years of life, the presence of degenerative stigmata. Much of it, however, is precisely the slight but cumulative evidence which social workers habitually gather as bearing on disabilities; namely, facts of family and personal history with special reference to the period of infancy and early childhood, a relatively long continuance of untidy habits (of childhood), the public school grade in relation to age, inability on the part of the patient to apply himself continuously either in school or in any other occupation without constant supervision. In some cases with only slight intellectual defect, the inability to "make good" socially will be a deciding factor in the diagnosis.

All of this information, including the medical, should be

given in the history of a client which the social worker is preparing to submit to a psychiatrist.

Social Work and Medicine

THE contributions of social work to medicine are not confined to the diagnosis of feeble-mindedness. *Medical diagnosis and treatment* are beginning to show the influence of the social evidence gathered in the medical-social departments of hospitals and dispensaries. Also the children's courts of the United States owe their existence to social workers. These courts supplement legal evidence by social. Not only have the courts come to recognize the value of a more liberal inclusion of imperfectly relevant evidence in disposing of child offenders; they are growing to feel that even the method of gathering this evidence has an influence upon the welfare of the child. They believe that such investigation should be inspired not by the ambition to run down and convict a criminal but by a desire to learn the best way to overcome a boy's or girl's difficulties. The need of modifying in these courts the usual legal procedure is thus commented upon by Flexner and Baldwin (*Juvenile Courts and Probation*):

The best interests of the child make it necessary for the court to consider hearsay and other evidence of a more or less informal kind which would ordinarily under strict rules of evidence be excluded. It is of the utmost importance that the court should avail itself of just the kind of evidence that the investigator [the probation officer] presents. If it should finally be determined that the laws as drawn do not permit the introduction of such evidence, express provision should be inserted in the statutes allowing its use.

Another court having its origin in needs brought to light by social work is the court of domestic relations, which may in time be merged with the children's court. It suffers at present from inability to secure and use the necessary social evidence. This experiment, like many others, will continue to fall short of full usefulness until social workers develop the diagnostic skill that will enable them to offer to the court authenticated and pertinent information. The following is a case in point:

A court of domestic relations sentenced a man for desertion and non-support on the testimony of his wife. The wife then applied to a charity organization society for relief for herself and four children. The district secretary, assuming that on the face of it this convicted man was good-for-nothing, asked her committee to arrange for assistance to the family. It was with reluctance that the secretary, at the suggestion of her committee, agreed to make what she regarded as a superfluous investigation of the man's side of the story. This inquiry, however, brought statements from employers, former neighbors, relatives, etc., which showed that the trouble lay not with the man, who was a decent enough fellow, but with the woman, who was probably mentally unbalanced. Instead of voting relief, therefore, the district committee asked the judge to release the man.

In short, the secretary in question would hardly have been qualified to persuade a court of the helpfulness of social evidence, while she herself was capable of treating an inference—that as to the man's character—as if it were an evidential fact.

Many educators, even though not thinking in terms of social work, are recognizing their need of obtaining *social histories of pupils* and of giving differential treatment based upon them. The social worker's method they sometimes take over with little understanding of its details. For instance, Madame Montessori in her *Pedagogical Anthropology* makes a plea for differential treatment of pupils and gives a whole chapter to the question of securing the biographical history of the pupil and of his antecedents, but she apparently has little conception of the varying reliability of the different sources from which such social evidence must be had, or of the tests that could be applied to assure reliability.

Stuart Courtis, of the New York Committee on School Inquiry, who starts with an effort to test, by measurements based upon arithmetical alone, the efficiency of school and children,

arrives finally at two interesting conclusions: First, that life histories alone can make plain the play of those hidden forces which are constantly modifying the results of educational effort; and second, that where marked differences in the social life of the different types of children exist, those differences must be reflected in school methods. For reasoning cannot be taught from a text alone. "Reasoning is a process of adjustment to a situation, and only as children have experienced the fundamental characteristics of a situation can they intelligently make the necessary adjustments to it."

The beginnings of social case work in a field closely allied to education, in *vocational guidance*, serve to illustrate how, in the enthusiasm of promoting a new discovery, the need of social evidence may be overlooked. In this line of endeavor (though not in some others, where the illustration may still serve as a warning) the oversight was only a temporary one. The first volume of advice (*Choosing a Vocation*, Parsons), addressed to what were to be known as "vocational counselors" gave specimen interviews for their instruction. One of these is with a lad of nineteen in Boston who comes for vocational guidance and says that he wants to be a physician. The following is a part of the counselor's printed report:

He was sickly looking, small, thin, hollow-cheeked, with listless eye and expressionless face. He did not smile once during the interview of more than an hour. He shook hands like a wet stick. His voice was husky and unpleasant, and his conversational power, aside from answering direct questions, seemed practically limited to "ss-uh," an aspirate "yes, sir," consisting of a prolonged *s* followed by a non-vocal *uh*, made by suddenly dropping the lower jaw and exploding the breath without bringing the vocal cords into action. He used this aspirate "yes-sir" constantly, to indicate assent, or that he heard what the counselor said. He had been through the grammar school and the evening high; was not good in any of his studies, nor especially interested in any. His memory was poor. He fell down on all the tests for mental power. He had read practically nothing outside of school except the newspapers. He had no resources and very few friends. He was not tidy in his appearance, nor in any way attractive. He knew nothing about a doctor's life; not even that he might have to get up any time in the middle of the night, or that he had to remember books full of symptoms and remedies.

The boy had no enthusiasms, interests, or ambitions except the one consuming ambition to be something that people would respect, and he thought he could accomplish that purpose by becoming a physician more easily than in any other way.

When the study was complete, and the young man's record was before him, the counselor said:

"Now we must be very frank with each other. That is the only way such talks can be of any value. You want me to tell you the truth just as I see it, don't you? That's why you came to me, isn't it—not for flattery, but for a frank talk to help you understand yourself and your possibilities?"

The Incomplete Diagnosis

"WHEN the study was complete!" Psychologists realize now that tests of memory, like most other mental tests, must be repeated to eliminate accidental factors; but assuming that the counselor had made the psychological tests with care, he still has ignored many factors, which though not measurable by tests would yet modify the social diagnosis. He tells the boy that he cannot be a doctor, that he might succeed in some mechanical or manufacturing industry, that he must cultivate a cordial smile by speaking before a glass, that he must read solid books, study to prepare for citizenship, and so on. Such unconstructive vocational guidance the counselor apparently supposed to be a form of social treatment. Had he used his opportunity to acquire social evidence as well as psychological, he might have instituted treatment that would have struck at the root of the boy's difficulty. Here is a boy who has been attending the evening high school for several years. Has he been employed during the day; if so, at what? Is this work of a kind that would account, in part at least, for his failure as a student? Are there removable causes not only for his lack of success but for his physical condition as well? In the

case of such a boy, should not a medical diagnosis precede vocational advice? What are his home surroundings? Have his parents plans for him or aptitudes of their own that would suggest possibilities in him? Are any of his family already known to some of the hundreds of social workers in Boston? If so, a summary of this social work experience might be suggestive.

The book containing this illustrative interview was written to aid vocational counselors, presumably busy men. Nevertheless the question as to what a boy is to do with his working days for years to come is too vital a one for such summary disposal. The interview here quoted, ignoring the possible aid of other specialists, professes to be complete in itself, whereas a few letters and telephone messages to employers, teachers, confidential exchange of information, and the boy's parents, together with a reference to a competent physician, would have brought to light social and physical factors which contributed to the boy's ill success, and would have indicated how to remove them.

The counselor dealt with symptoms only. He assumed that an examination of the boy as regarded his appearance, speech, and mental reactions, during that brief cross-section of time, would give all the data necessary for treatment. Only to one who was all-wise and all-knowing could a single examination have been thus fruitful.

Variations of these same ideas crop up in unexpected places. Scientific shop management has accepted the principle of studying the *personal traits of the individual workman* and of basing his advancement upon such study, but for lack of social technique its present application of the principle is often too

crude and sometimes too undemocratic to illustrate our theme.

It would seem that social evidence is beginning to receive recognition. The endeavors of social workers are bringing to light ways of thinking and doing that prove useful in quite other fields. The fact that law, medicine, history and psychology, in their effort to break new ground, have been opening the same vein of truth, shows a growing demand for the kind of data that social practitioners gather. The absence of any generally accepted tests of the reliability of such evidence, however, still keeps this new demand itself ill defined and unstandardized. Personal histories which might appear sufficiently authenticated to a shop manager might strike a neurologist as inadequate for conclusions, while they would certainly be open to objections from a court. Progress on the social side of these several fields of endeavor will be hastened as social workers subject their own experiences to a more critical and searching analysis.

It was not to be expected that industry, or education, or jurisprudence, or medical science, or preventive social legislation should wait, before they developed in harmony with the thought of today, until the arts of social diagnosis and treatment had caught up. All of these went forward in their several ways, but their very advance has emphasized the need of skill in this never art. Technique has not occupied the attention of the social workers themselves so much as has the rapid development of new social specialties, some of them ill considered, perhaps, but all following inevitably upon that flowering of social ideals in this country which belongs to the last fifteen years. The time has now arrived to take fuller advantage of these new developments.

A Settlement War Program

By *Mary K. Simkhovitch*

PRESIDENT NATIONAL FEDERATION OF SETTLEMENTS

ON April 24 I sent out a letter to the settlements of the country affiliated with the National Federation of Settlements, asking their opinion in regard to the following program:

1. National prohibition as a war measure in order to increase the food supply. (This will release millions of bushels of grain.)
2. Continuing the general social activities of the settlements which make for civilization. (Early in the war juvenile delinquency increased owing to the neglect of counteracting social agencies. In Canada the settlements which abandoned their regular work in the early part of the war reverted to it as their absolutely necessary and distinctive patriotic service, and they even increased their work.)
3. Opposition to any efforts leading to the breakdown of existing protective labor legislation. (The experience of countries at war being that industrial protection is a most important element in national efficiency.)
4. In granting government contracts for the furnishing of soldiers' clothing, preference to be given to firms using the protocol. (Or such other measures as would hinder the employment of sweated labor.)
5. Adequate compensation to soldiers, that those dependent upon them may not become objects of charity. An American standard of living for soldiers and their families must be maintained.
6. Opposition to a tax on sugar—a special hardship on the families for whom we are in some sense the spokesmen.

Replies indicate in general an acceptance of this program. All the settlements, without exception, feel the absolute necessity of continuing their distinctive work.

Americanization must take place through constant contact and fellowship if it is to be genuine and effective. Those who sincerely desire Americanization should be the very ones to be staunch supporters of the settlements at this time.

Prohibition as a war measure was favored by all—even by the few who would not favor it in times of peace. A few of the settlements indicated in their replies that they believed that discretionary powers should be given communities to abrogate existing labor legislation where deemed absolutely essential as a war measure; but most of the settlements felt that such discretionary power, while it might be advisable from a theoretical point of view, would be most risky to undertake as a practical measure. Some of the settlements felt, and, as it seems to me, wisely, that it would be better to word No. 6 in a more general way, as follows:

That such taxes should be avoided as fall on general articles of consumption.

Several of the settlements indicated their conviction that governmental control of food supply is necessary.

It would be fair to sum up the result of this referendum to the settlements as follows:

1. National prohibition to be favored as a war measure.
2. The absolute necessity not only of not decreasing the social activities of the settlements, but also of increasing them at this time.
3. Opposition to the lowering of such labor legislative standards as exist, or, if changes are made, that they should be surrounded by adequate safeguards.
4. The American standard of living to be the standard by which compensation to soldiers and their families should be measured.
5. Taxation on general articles of consumption to be avoided.

President Tucker, of Dartmouth, in his interesting article on settlements, in the May number of the *Atlantic Monthly*,

concludes with this statement: "In the searching trial through which we are now passing I believe it will be found that after the public school, the social settlement has been the most direct and effective agency at work for the coherence and the integrity of the nation."

Organized labor can speak for its own group, but for the great mass of wage-earning people, who have no other spokesman than ourselves, we claim the right to be heard at this time.

Tuberculosis in France¹

By *Hermann M. Biggs, M.D.*

COMMISSIONER NEW YORK STATE DEPARTMENT OF HEALTH

THE military operations in Europe during the great war now in progress have presented a remarkable experimental confirmation on a large scale of certain fundamental facts with relation to the development and extension of tuberculosis, facts which most of us have long believed to be true but which have often been disputed.

I would refer first to the conditions under which tuberculosis has developed in the army and among the civil population of the countries at war, and the methods of extension of the disease and also to the conclusions which may be drawn from what has occurred with reference to its epidemiology. It may be said in passing, that all of the great epidemic diseases which have acted as deadly scourges to the armies in the field in most former wars have been brought practically under control by the application of modern preventive measures. Typhoid and typhus fever, smallpox, cholera, bacillary dysentery, cerebro-spinal meningitis and similar diseases have prevailed only in certain isolated localities at certain definite times when and where the application of preventive measures had been ignored, neglected or been rendered impossible because of existing conditions.

So far as I know, tuberculosis has never before played a very large part in the sanitary history of any great war, but it is playing such a part in the present struggle. While most of us have believed and strongly maintain that the modern popular anti-tuberculosis campaigns so widely carried on in this country, and in Great Britain and Germany, and the public health measures which have been adopted in most English-speaking countries, have been responsible for the steady and continuous decline which has taken place in the rate of sickness and death from this disease—I say, while most of us have strongly believed this to be the fact, this opinion has been vigorously opposed. The conditions in Europe lend strong confirmation on a very large scale to our views.

For many years in England an active anti-tuberculosis campaign has been carried on, and there has been a steadily and constantly decreasing death rate from it. The death rate from pulmonary tuberculosis there now is about 1 per 1,000 of the population, as compared with 1½ in New York state and 3 in France. England has the lowest rate of any of the great countries of the world.

¹In contrast to England, France had done practically nothing before the war for the prevention of tuberculosis. Such anti-tuberculosis movements as had been undertaken had been local and sporadic in character and had been solely the result of private initiative. The sanitary authorities have never taken official cognizance of the disease and notification of it is not

A distinguished gentleman connected with a mission to France impressed me greatly in a recent conversation by speaking of the work of reconstruction that is going on in France at this time. In the very midst of her terrible struggle, France is rebuilding her cities and villages, replacing her old structures and replanning her city life.

And so, too, our work of civilization must go on and must, indeed, be increased at this time in the interest of the very ideals for which we have gone to war.

required anywhere in France even now. There have been no provisions for institutional care, of either early or advanced cases, and but few dispensaries.

At the beginning of the war there were in the whole of France only 1,000 sanatorium beds for tuberculosis and these were in private institutions. There were no provisions for the care of advanced cases excepting as they were received in the general wards of the general hospitals. You will remember that this method of care was prohibited more than twenty years ago in New York city.

The death-rate from tuberculosis in France has been continuously high, and especially high in the cities, and has decreased slowly and but little. For the whole of France before the war it was nearly 3 per 1,000 and in many of the cities it was much higher. In some cities, as for example, in Havre, the death-rate last year was more than three times that of New York city and the tuberculosis death-rate alone of Havre was equal to 40 per cent of the total death-rate from all causes in New York city.

With such conditions existing among the civil population of France in 1914, it would have been possible to have anticipated to a large extent the precise results which have followed. With pulmonary tuberculosis thus widely disseminated in the general population, France mobilized a great army with great rapidity and without thorough physical examination of those enrolled. Under the stress of the situation such examinations were impossible and, consequently, a large number of early, latent and arrested cases of pulmonary tuberculosis were mobilized. Many men thus enrolled in the army rapidly developed pulmonary tuberculosis in the preliminary training camps, while still more broke down with active disease when subjected to the strains and hardships incident to life at the front.

I think few of us realize how different are the living conditions imposed on the troops by modern warfare from those obtaining in most previous wars. They are absolutely unlike those which we are accustomed to associate with an army in the field. We think of armies as living in tents in the open air under the best hygienic conditions—at least, so far as light, fresh air and life in the open are concerned. In France during the present war quite the reverse of this has been the case. The troops, instead of living in tents and in the open air when they go to the front, live in trenches, often wet and always damp and cold, or they are in dugouts underground, still more damp and colder. When relieved from duty in the front fighting lines, they are billeted in peasant houses in towns and villages, or in farm houses and outbuildings near the front, in very much overcrowded rooms without ventilation or fresh air or sunlight, and even with very little diffuse

¹ See page 123.

daylight. These peasant houses in France are provided with few windows and doors and these are rarely open, owing to the strong national aversion of the French people to fresh air.

In other words, the French troops are at all times, excepting when on the march, living under unfavorable hygienic conditions, those under which this disease is especially likely to be transmitted.

Generally speaking, the peasants from whom the soldiers are largely drawn are not cleanly; the results, as I said, are exactly what one would have anticipated—the development of tens of thousands of cases of tuberculosis among the troops. By the end of December, 1915, 86,000 soldiers had been returned to their homes with active tuberculous disease. In February of this year it was estimated that about 150,000 had thus been returned and more are constantly being discharged for this cause.

The history in France has been repeated, I believe, from such data as are obtainable, in Austria, Hungary and Russia, and to a less extent also in Germany. Only England has not suffered to any great degree and this is because: First, of the low prevalence of the disease in the civil population of England previous to the war; second, because the army was mobilized deliberately, careful physical examinations were made and those applicants who had suspicious histories or signs were excluded; and third, because the English troops live under distinctly better conditions at the front than do the French, because as a nation they are fond of fresh air and the outdoor life.

What has occurred in the army has occurred also among the prisoners of war, especially in Germany, who have been greatly under-nourished and over-crowded and have lived under the most unhygienic conditions. It has also occurred among the French and Belgian refugees and among the civil prisoners of war in Germany and, to a less extent, in the general civil population of all the countries at war. All the medical reports which have been received from all of these countries record a great increase in the number of cases of tuberculosis in all classes of the population, especially among the young; and there is the added history of many cases in whom the disease had long been arrested that had again broken down and in whom the disease has again become active.

How enormous the problem is in France one begins to realize when we attempt to estimate the number of cases, as nearly as may be, which would be found in various groups of the population of France if war were to be terminated at once.

We have, first, about 150,000 discharged soldiers with tuberculous disease. Second, it has seemed to me that an estimate of 3 or 4 per cent of the cases of tuberculosis among people who formerly lived in the departments of France which have been in German occupation would be a very conservative estimate. As this number before the war was about 4,250,000, we may perhaps safely say that there are at least 125,000 more cases among these people.

Two Million Refugees

REMEMBER in the departments of France which are occupied by the Germans, or were until the recent retreat, there were before the war about four and one-quarter million people. About one-half of these, two million people, fled from their homes before the first German invasion and after the battle of the Marne and the establishment of the western lines, which have been so long held. These refugees were scattered along the front and in the villages and towns nearest their previous homes, and a good many of them remained in Paris, which was not far from the front. At one time the German army was only fourteen miles from Paris, and even

during the past winter the nearest point of the lines was only about forty miles from Paris.

These two million people have been living in the villages and towns near the lines under the most unfavorable conditions. They are homeless, absolutely without resources and dependent entirely upon charity organizations for their living, and there has been an enormous amount of tuberculosis among them, how much, of course, it is impossible to determine accurately.

Aside from these there are about two and one-quarter million people back of the German lines, civilian prisoners in Germany, who are living partly in their homes, partly in concentration camps and partly deported into Germany. All of those in the middle age of life, both men and women, practically all of them between the ages of 15 and 45, have been deported into Germany, and the rest, young men or old, were either in concentration camps or in their homes. Of these, large numbers were being returned from time to time to France, either as they became ill and in bad physical condition and were a serious burden upon their captors, or when some military operations which were being contemplated had rendered it desirable to evacuate the portion of the territory they occupied.

One in Four of the Refugees Infected

WHEN we were there, about one thousand a day were being returned through Switzerland by Avion and Geneva, and these people came back in the most deplorable condition. Of the 20,000 of these civilian prisoners returned, it was said that 5,000 were suffering from tuberculosis. They returned in the middle of the year 1915, in July and August. They had been back of the German lines for about eight months and the majority of them had never had their clothes off from the time they had been taken from their homes. They had been kept in Germany and had been returned to France wearing the same clothes which they wore when they left France seven or eight months before. You can readily imagine the condition of these people; the estimate that 5 or 6 per cent were suffering from tuberculosis is probably very conservative.

Third, there are now between 350,000 and 400,000 French prisoners of war in Germany. It seems wholly conservative to estimate that at least 5 or 6 per cent of these are suffering from tuberculosis—the French estimates run as high as 30 or 40 per cent. This would give over 20,000 more cases.

Fourth, there are now probably more than four million men in the active army of France and cases are still being discharged from the army. It is perhaps safe to estimate that at least $\frac{1}{2}$ of 1 per cent of men in the army are suffering with the disease, or will be at the termination of the war. This would give 20,000 additional cases.

Fifth, there were more than 100,000 deaths annually from tuberculosis of all forms in the whole of France before the war. If we estimate the number of cases in the civil population on the basis of deaths occurring annually, and allow two cases for each death from tuberculosis of all forms, there would have been 200,000 cases of the disease in the total civil population before the war. But more than one-quarter of the total population has already been accounted for in the groups previously considered; *i. e.*, in the civilian prisoners in Germany, the prisoners of war in Germany, the refugees and those who have died from wounds or in battle. These latter, we are informed, numbered up to February 1,350,000. All of the groups thus referred to number more than 10,000,000, or more than one-quarter of the total population of France.

It does not seem likely that the cases of tuberculosis in the civil population have decreased since the war began and an estimate of 150,000 in the 30,000,000 not accounted for would

not seem to be excessive. There would, therefore, be altogether probably not far from 500,000 cases of tuberculosis in France to be dealt with if the war were to be terminated at once. An estimate of 400,000 cases would seem to be really conservative.

To deal with these, there are available in France at the present time, first, in the so-called sanitary stations which have been provided since the war began and in the special hospitals and sanatoria for tuberculosis, about 11,000 beds. It is hoped before the end of the year to increase this number to 15,000 or 16,000. Second, there are a few dispensaries, well organized, well equipped and administered—perhaps a dozen in all—and a few more small dispensaries which have done comparatively little work. Third, there are practically no trained nurses or trained social service workers, but there are a few women who have been or are being given three months' courses of training at the present time at the Laennec Hospital. Fourth, there are but few physicians in France who have given any special attention to the tuberculosis problem—hardly more than a dozen—very few who have had sanatorium experience and still fewer who are familiar with the tuberculosis work of others.

The situation thus is certainly a very serious and threatening one—400,000 cases of disease and practically no facilities for caring for them or supervising them.

The French government has in part realized the situation and is trying to meet the problem by the establishment of well-organized dispensaries in all the populous regions of France, with trained or partially trained social service workers attached to them to visit the cases in their homes. The machinery for the establishment of these dispensaries has been created under a special law, and the cost of the administration has been apportioned under this law on the municipalities,

communes, departments and the state. The application of the law, however, is not mandatory. Local initiative is depended upon to establish these institutions and this will certainly be lacking in many of the localities which seriously need them.

In Havre, while we were there, although the death rate last year from tuberculosis was $5\frac{1}{2}$ per 1,000, the tuberculosis dispensary which had been in operation previous to the war was closed, because there was no physician to operate it and no nurses and workers available. There is urgent need for physicians and nurses, but it is essential that both of these speak French. Dr. Loir, the health officer of Havre, told us that in that city with a population of about 140,000 before the war, there were at the present time only seventeen physicians, or one to 8,000 of the population. A similar condition exists to a greater or less extent everywhere in France.

The contrast between the present situation with reference to the tuberculosis problem as it exists in England and as it exists in France is most striking and most instructive. France has suffered from the war infinitely more than England has thus far. Great Britain has raised an army of over 5,000,000 men and no new or serious tuberculosis problem has been created, while France has a problem of such magnitude that it even threatens the future vitality and economic development of the French people. In England the tuberculosis problem had been efficiently met before the war; in France, on the other hand, practically nothing had been done.

It is not, therefore, because measures for the prevention of tuberculosis are wanting or inefficient that tuberculosis has become such a serious problem in so many European countries, but it is simply because the well-tried measures have not been applied, both before and since the outbreak of the war, in an efficient way.

Foreign Students in America

By Charles D. Hurrey

GENERAL SECRETARY, COMMITTEE ON FRIENDLY RELATIONS AMONG FOREIGN STUDENTS,
NEW YORK CITY

“WHAT is going to happen to me in the event of war between the United States and Germany?” recently inquired an anxious Turkish student in one of our American colleges. “Remittances from Constantinople are delayed and may be cut off entirely,” he continued; “if I am not interned, I suppose I shall have to quit college and go to work for my living; do you know where I could secure a position?” He is one of 6,000 foreign students in the United States, but he has given expression to the anxious fears of several hundred of his colleagues.

In American educational institutions there are at present 175 students from the German Empire, 45 from Turkey, 110 from Mexico, 30 from Bulgaria, fully 1,000 from Japan, 1,500 from China and 1,200 from South and Central America. According to the Directory of Foreign Students recently published, the following institutions enroll the largest number of foreign students:

Columbia University, 193; University of Pennsylvania, 183; Harvard University, 175; University of Illinois, 140; Cornell University, 138; University of Michigan, 134; Howard University, 119; University of California, 107; Massachusetts Institute of Technology, 104; Rensselaer Polytechnic Institute, 90; American International College, 78; Yale University, 73; Dubuque German College and Seminary, 72; New York University, 70; University of Chicago, 62;

Ohio State University, 62; Tulane University, 62; Leland Stanford University, 60; George Washington University, 58; University of Maryland, 55; Tuskegee Institute, 54.

For a period of two years, 250 Armenian students have received no communication from home save the reports of devastation and massacre. Scores of Russian students are still waiting for some hopeful word from relatives in the thick of the fight.

The patience and the silent suffering on the part of many of these students is a stimulus and rebuke to American college men and women. We have recently heard of a Russian woman student in the middle West who, in addition to maintaining herself in college, has earned sufficient money by selling life insurance to enable her mother and sister to start for this country. A few weeks ago I talked with a foreign student who is working as a fruit peddler and hod-carrier; he had studied for two years in the universities of Belgium and is now making a brilliant record in one of our prominent municipal universities.

In these trying times future leaders of many nations are in need of our sympathy and support. Some are eager for an opportunity to earn money during the summer vacation, others need a temporary loan of a few dollars, a few are in ill health and discouraged. All would welcome an invitation



FOREIGN DELEGATES AT THE NORTHFIELD STUDENT CONFERENCE OF THE Y. M. C. A.

to our American homes. Nothing could be more offensive than to treat them as objects of charity; they are ambitious, cultured young people representing influential families, and many of them enjoy the support of a government scholarship; but unless their needs and problems are brought forcibly to our attention they will return to their homelands impressed by our selfishness, arrogance and prejudice.

The Committee on Friendly Relations Among Foreign Students, with offices at 124 East 28 street, New York city, is endeavoring to serve these representatives from abroad by ascertaining their wishes and difficulties and promptly relating them to persons and agencies which can be most helpful.

It is very important that assurance of friendship be given to all students representing the nations with which we are now at war. In our conversation, correspondence, and in all that we write or speak as well as through deeds of kindness, we can reveal a spirit of brotherhood and good will. In a number of universities groups of foreign students under the leadership of competent guides have inspected settlements, playgrounds and various welfare institutions; this effort has resulted in giving knowledge of the genius and method of America's institutions for social betterment.

A few weeks ago the foreign students in the city of Baltimore were entertained in a beautiful country home near the city; the Japanese students of Boston recently enjoyed a visit to a large dairy farm, and several Latin-American students accepted an invitation to inspect a modern office building. Three hundred and thirty foreign students representing thirty nations were received last June in student conferences conducted by the Young Men's Christian Association. Among these students, who were entertained as guests of American friends, were the brother of the president of one of the Latin-American republics, the nephew of a former prime minister of China and many other future leaders. It is the unanimous testimony that these ten days of work and play with hundreds of America's best students and professors have made a

profound impression in favor of international brotherhood.

Employment in offices, homes, factories and on farms during the summer has been found for promising students who otherwise would have been unable to complete their education. In Chicago, Philadelphia, New York, Boston and other cities hikes and excursions under able leadership have afforded opportunity to inspect manufacturing plants or places of historic interest. In at least one university a group of foreign students was invited once a week to a private home to spend the evening in discussing American etiquette and idiomatic expressions. Many clubs, churches and societies are taking advantage of the opportunity for addresses, concerts and entertainments which can be given by foreign students. Information regarding the activities and problems of foreign students in America is to be gained from such magazines as the *Chinese Students' Monthly*, official organ of the Chinese Students' Christian Association in North America, and the bi-monthly *Japanese Student*.

Future promoters of trade, captains of industry, university presidents, diplomats and builders of international friendship are now with us as students. The Japanese ambassador in Washington and the Japanese representative at the Court of St. James were fellow-students at De Pauw University a few years ago. The Chinese minister in London is a graduate of Cornell University, China's minister in Washington of Columbia, the vice-speaker of the Chinese Senate of Yale, the Chinese minister in Berlin of Virginia, the Chinese minister of finance of Yale, and the private secretary to the president of China of Pennsylvania. The brother of the king of Siam is studying at Harvard, and the son of the president of the Imperial University in Tokyo is following in his father's footsteps at Yale. The ambassador from Mexico is a graduate of Massachusetts Institute of Technology.

Winning the confidence and esteem of such men is an expression of wise statesmanship, sound business sense and genuine religion.

Nature's Dwarfs

Stunted Trees from the Seed that Fell on Stony Soil Close Kin of the Chil- dren of the Slums

By *Albert A. Hansen*

DEPARTMENT OF BOTANY, PENNSYLVANIA STATE COLLEGE



DURING a recent visit to New York city, the writer had occasion to go into the slum districts. The day was ideal; the bright sun had lured thousands of children into the street, for the municipality had furnished them with no other convenient playground. One could hardly help noticing the puny, stunted growth of many of these thin, underfed youngsters. The children of the poor are usually an ill-fed, poorly nourished portion of humanity; the result of this malnutrition is plainly indicated in the undersized and stunted condition of their bodies. How can these diminutive children hope to grow into vigorous and healthy manhood and womanhood?

While traveling along the rocky shores of Lake Superior during the past summer, the writer found similar conditions of poverty existing among plants. Growing upon the bare rocky ledges, many plants were struggling hard for life, fighting an uneven battle against the insufficient supply of food which nature had allotted to them in this bleak and dreary situation. The most noticeable feature of this unfortunate flora was the undersized condition of practically all the plant inhabitants. Here, indeed, was nature's slum! The shrubby cinquefoil, which under ordinary conditions becomes a fair-sized shrub, was here reduced to a tiny plant barely three inches high. Asters and goldenrods which grew in glorious splendor and profusion a few yards away from the rocks, shrank into diminutive plants of almost insignificant proportions. Here among the barren rocks even trees could be found waging a bitter struggle against the adverse conditions of nourishment which was their unhappy lot. Seeds which in rich soil could develop into magnificent individuals, as evidenced by the forest not far distant, here in the rock crevices had become merely dwarfed and stunted eccentricities of nature.

In this lilliputian forest, the writer found a miniature spruce tree, scarcely a foot high, whose annual rings numbered eighteen. What tragedy had marked these eighteen years of toil and struggle against the harsh environment! Each annual ring bore mute evidence of the fierceness of the uneven contest; the trunk of this undersized tree was so small that the eighteen rings could be seen only by the aid of a hand lens. Not far distant, in a shallow crevice almost devoid of soil, grew a tiny but perfectly formed arbor-vitae, fourteen inches high. Sections of its stocky little trunk were carefully cut with a razor, but the annual rings were too small to be accurately counted with the hand lens. The services of a microscope of high power revealed the startling fact that this miniature individual was in reality a tree of mature age, since over fifty annual rings could be counted. Surely the zenith

of this marvelous natural dwarfism had here been reached!

Further diligent exploration, however, was rewarded with the most remarkable tree which it has ever been the good fortune of the writer to behold. In a tiny rock fissure, barely an inch wide, grew an arbor-vitae of perfect symmetry, about six inches high, whose adult condition was attested to by the perfect little cones on the uppermost branches of the crown. Under normal conditions the arbor-vitae is a tree of imposing size, growing from forty to seventy feet in height. Harsh indeed must have been the environment which caused its starved progeny to reach maturity when the plant was only half a foot in height.

The main factor which produced these natural curiosities was the lack of proper nutrition. The food contained in the scant crevice soil was insufficient to mature a tree of normal



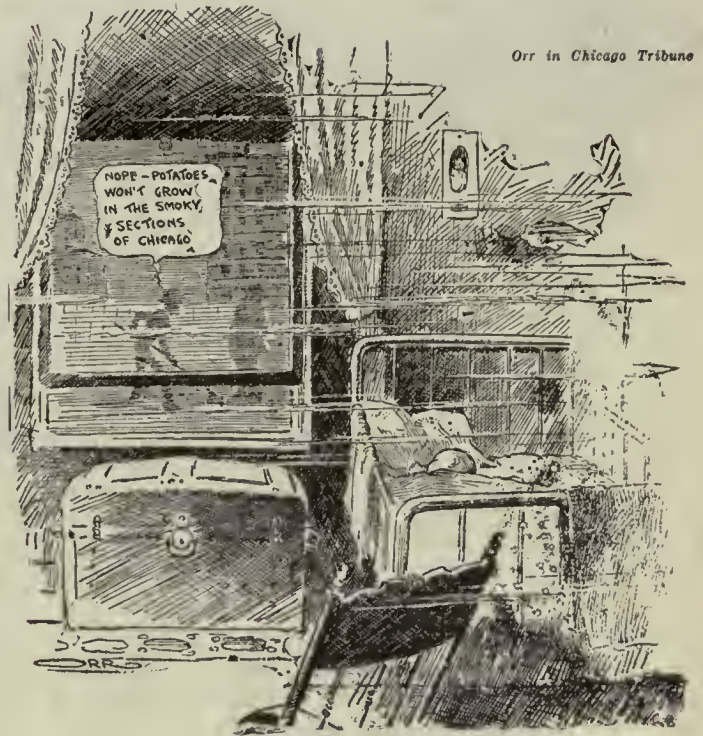
THE environmental conditions must have been very severe which permitted this arbor-vitae to grow to a height of barely a foot in over fifty years. The annual ring count discloses the age. The curious little arbor-vitae at the top of the page is really a mature tree, as is shown by the fruit which may be seen on the upper branches. The cones bear perfect seed. The entire tree is about twice the size of an ordinary watch.

size. In consequence of these conditions of extreme poverty the unfortunate little pygmy trees never exceeded a seedling in size.

That adverse conditions do produce dwarfs in nature is a fact that is verified in fields other than those just described. The Shetland pony was reduced in size because of the harsh and adverse conditions to which it was subjected on the cold and barren Shetland Islands. Lack of nutrition has exacted the toll from this diminutive member of the equine family, until it has become so dwarfed in size that it is used as a plaything for children.

It may be asked why anyone should feel concerned about a mere question of size. Almost everybody knows persons of small stature who are in perfect health and, on the other hand, giant families which are the victims of hereditary disease. It is quite true that the factor of shortness in itself does not indicate a state of disease; often it is due to selection, either unconscious—as in the case of unusually small families—or determined—as in the case of many types of lap dogs which are the result of generations of the most careful breeding. The instances here considered, however, are not examples of size reduction by breeding. In their case, stunted growth is a symptom of organic malformation caused by lack of food and an unfavorable environment. They do not by any means exhaust the list of examples which nature furnishes of dwarfing attributable to malnutrition and other adverse conditions.

The general principle that nature punishes any infraction of her laws, as illustrated by the three cases previously considered, is capable of a practical application. If the farmer desires strong and vigorous crops he must feed his plants. Without the proper plant foods, whether they be supplied by the application of commercial fertilizers or proper crop rotation, the land cannot yield an abundant return of large and



Orr in Chicago Tribune

HOW ABOUT BABIES?

healthy plants. If the gardener desires his garden to produce a robust flora, he must pay attention to the feeding of the inhabitants, and his efforts will be richly rewarded.

Nature could present us with no stronger argument for the proper nutrition of her living progeny than is so powerfully brought to our attention by these dwarfed products of the rocky, barren and desolate shores of Lake Superior.

The Task of Civilian War Relief

The third of a series of articles based upon a course of lectures upon civilian relief now being delivered in New York with the sanction of the American Red Cross by Porter R. Lee of the staff of the New York School of Philanthropy. The articles are being written by Karl de Schweinitz of the New York Charity Organization Society

III

THE nation may know precisely what it wants to have done for the families of men who enlist. It may insist that no home suffer unnecessarily because of the absence of one of its members in the army. But beyond the payment of a separation allowance the country is not likely to know what steps should be taken to accomplish what it thinks ought to be accomplished for families in need of special assistance.

This is the function of the trained Red Cross civilian relief worker. To help a family handicapped by the loss of a father to maintain a normal standard of living requires as special a kind of knowledge as does the building of the house in which the family lives.

Who is there who does not know what sort of house he would like to have, who could not even tell a contractor how he would like to have it look? Few indeed, however, are the people who could put the house together. That requires a particular kind of technique. A sick man may desire health ever so ardently but without some one who through experience with hundreds of other sick persons understands the

method of cure he cannot take the steps necessary to achieve his purpose.

Similarly one may know that the ideal for a family in trouble is to get out of trouble and to achieve all the health, self-dependence and self-reliance of which it is capable, but this does not mean that one understands the steps by which that ideal can be attained. Such knowledge comes only after training, only after one has had the benefit of experience, both personal and vicarious, in helping many families out of trouble. It is because such a body of experience exists that the Red Cross civilian relief worker knows how to proceed, knows what to do next, in discharging the obligations of the country over against those families who may be in distress by reason of the mobilization of troops.

To understand this method one need merely consider that most common instance of human need—the man who appears at the back door and asks for money. Such a man, call him Albert Gough,¹ came to the office of a certain

¹ The story of Gough appears in more detail in *Social Diagnosis* by Mary E. Richmond, published this week by the Russell Sage Foundation.

bureau, said he was stranded and asked for help in getting to a town in another part of the state where he had formerly lived. The social worker to whom he had been sent might have done one of three things. She might have given him something to eat or money to get something to eat; she might have dismissed him; she might have bought him a railroad ticket.

The First Step to Get Acquainted

TO HAVE given the man something to eat would have only meant that a meal or two later he would have been obliged to apply to somebody else for assistance. To have dismissed him would have accomplished nothing for him and to attempt to buy railroad tickets for all who asked would be an undertaking indeed. There was one more possibility. She might have found work for him, but without knowing more about him she could not conscientiously have recommended him for a steady job and temporary work would merely have postponed his need a day or two. Besides he might refuse to work.

What the social worker did was to have a talk with the man. Among other things he told her that he was fifty-three years old, that sixteen years before he had left his home which was with his two sisters and that he had since supported himself by making and selling water colors. He mentioned the name of a firm in another city with which he had been employed, and also the name of the man whom one of his sisters had married.

Having gained Gough's confidence the social worker persuaded him to go to a lodging house where he was able to work for his board and lodging. She wrote to his former employer to inquire about his ability and she asked a bureau in the town in which he had formerly lived to try to find his sisters.

The letter from the employer told little about the man, but the bureau in the other town succeeded in discovering his sisters. Meanwhile Gough's actions caused the social worker to doubt his sanity. She learned that he had been in an institution for the insane and through correspondence with the state board of insanity discovered that he had left the sanitarium just ten days before. He was pronounced harmless and reasonably trustworthy. It was decided that inasmuch as his sisters were willing to take care of him he might safely make his home with them and the family was reunited. Incidentally, had Gough through his own efforts succeeded in reaching his native city he would probably have not been able to find his sisters for they had moved to another part of town and only a painstaking and clever search enabled the bureau to discover their new home.

The social worker did not do these various things by chance. They did not occur to her at the moment. She proceeded as training and experience had taught her to proceed. Her method is substantially the method which the Red Cross civilian relief worker must follow if she desires to be of real service to the families who need her assistance.

The talk which the social worker had with Gough she called a "first interview." This interview was more than just a beginning. It was held in order that certain definite things might be accomplished. As a doctor cannot do much for a patient who has no confidence in him, so a social worker cannot hope to help a family or an individual unless they have confidence in her. Moreover she cannot successfully undertake any measures of assistance unless she knows what the family's plans for themselves are and what they think about their predicament. The social worker in her interview with Albert Gough learned the name of a former employer and the name of his married sister. This was not an accident. The social

worker hopes in a first interview to find this out and also the family's previous places of residence, the name of the church with which the family is connected and the address of the school which the children attend.

This information is not obtained by coming before the family with a schedule to be filled out after the manner of a census taker. Nor does the social worker win the confidence of the family by telling its members that that is what she wants. The method of the social worker here is not unlike that of an accomplished hostess who draws out a bashful guest and interests him in talking about himself; and if it is true that often the guest leaves convinced of the amiability of his hostess and conscious of having enjoyed himself, so also the family finds itself placing reliance upon the social worker and discovering relief in meeting with some one who has a sympathetic interest in their troubles.

The social worker sought out Gough's sisters for him and learned that they were willing to give him a home and assume responsibility for looking after him. Here, too, she was following a well-understood method. Both as a source of helpfulness and as a means of interpreting a family's character and needs relatives are important. Frequently all the plans for a family's welfare depend upon the relations, their peculiarities, their strengths and their weaknesses. Furthermore, when one has come to know a family's kinship one has enlarged in a measure one's acquaintance with the family itself. Relatives indeed frequently explain their kindred. Often, too, they are already trying to help the family and without cooperation with them the social worker would be struggling at cross purposes.

In negotiating a loan bankers are said to pay as much attention to a man's character as they do to the collateral he offers. A laboring man's work record is both his character and his collateral. It is the most important asset he possesses. For this a prospective employer or an employment bureau inquires first of all. If it is important to them it is also important to the social worker. Frequently the employer knows about the health of his former employe and often he can be induced to reemploy him or to give him help in other ways. Social workers seldom consult the present employers of men in whom they are interested. There is always the danger that the man's job and his future may be jeopardized by an injudicious inquiry.

Getting Facts Without Gossip

THUS also it is unwise to talk with neighbors. Rather than do this social workers go to the family's previous addresses. The value of such a visit appears in the story of Mrs. Finnegan, which was told in the SURVEY of last week. In a house where Mrs. Finnegan had formerly lived was found an old friend from whom through the meddlesomeness of an officious neighbor she had been estranged. The news of Mrs. Finnegan's trouble led to a reconciliation. Incidents of this sort do not always happen. Ordinarily the visit to the previous address is just one more step in the process of becoming acquainted with the family.

Albert Gough gave the social worker only the slightest hint of his insanity. She learned about his recent discharge from a sanitarium by communicating with the state board of insanity. Public records, vital statistics, marriage records, property records and the records of public institutions are invaluable in bringing the worker to a better understanding of the person she is trying to help. Just as the knowledge of Gough's mental weakness affected the whole problem of his care, so the record of a marriage or a death may be of the greatest importance in the care of some other person.

Whenever there are children in a family the school should be visited. Misfortune at home may explain to a teacher the reason for a boy's ineptness, and again upon the scholarship of a child may depend largely the character of the plans which the family and the social worker may make for his future. The school teacher can often give helpful information about the health of the children.

What the school is to the child that and a great deal more may the church be to the family. The pastor has probably known the household for years. His assistance may help to make the man stop drinking or to prevent the son from growing wild. In recreational and spiritual opportunities, in material relief, and as a social center the church is a source of aid that no social worker can afford to overlook. Incidentally, of 2,960 families under the care of the New York Charity Organization Society during a certain period last year only two were not affiliated with any church.

Social agencies are another means of assistance to the social worker both for the insight they may have into a family's needs and for what they may be able to do to help that family. In nearly every large city there is a social service exchange or a registration bureau from which the social worker may learn by inquiry whether any other social agency in addition to the one which she is representing has had anything to do with the family which she is trying to help.

The first interview, relatives, former employers, previous addresses, public records, school, church, social agencies—though not necessarily in this order—are the procedure of the social worker in helping a family. And as she consults one after another of these means and sources she finds her acquaintance with the family and her understanding of its needs increasing. More than this with each person whom she approaches she accomplishes one thing more for the family so that her plan for its welfare becomes not something fixed and unchangeable but rather a development which with each visit becomes greater and more inclusive.

This then is part of the method which social workers have found to be effective in their work with families. And as human nature is the same everywhere despite the fact that no two individuals are alike, this method is applicable whenever it becomes necessary to help anybody. With it the work of civilian relief can become a ministry effective and kind.

To be sure this procedure must not be followed blindly. Much of the method just described did not apply in helping Albert Gough. It may not apply in every detail to many families of soldiers. The heart and substance of the method, however, is this, that wherever there is a person or organization which may be able to give information or help of any kind to a family, that person and that agency should be visited and that help and that information obtained.

THE CHALLENGE

By Paul Lyman Benjamin

The Toiler speaks—

"I will give my hands—my hands
Knotted with strain and toil,
Torn with labor of all the lands,
But you—will you give your spoil?"

The Student speaks—

"I will give my brain and my soul,
I will not wince at pain;
I will pay to the full the toll,
And you—will you give your gain?"

The Clerk speaks—

"I will give my life—nay breath,
Oh, God, I have no more;
I will laugh at a grisly death,
But you—will you give your store?"

The Poet speaks—

"I will give my dreams and my songs,
I will write with the sword;
I will challenge kings for these wrongs,
And you—will you give your hoard?"

The Young Man speaks—

"I will give my youth—this youth,
The glad, full flush of health;
I will kindle the torch of truth,
But you—will you give your wealth?"

The Mother speaks—

"I will give my sons—these sons,
All—all that I hold;
I will give my flesh for the guns,
And you—will you give your gold?"

COMMON WELFARE



CONSCRIPTION ADOPTED BY CONGRESS

WHEN it came to a vote on April 28, both houses of Congress decided by overwhelming majorities in favor of the draft as against the volunteer plan for raising the million or more recruits to the United States army in addition to the regulars and the National Guard.

As sent to conference committee of the two houses, both of the draft bills provide for an increase in the regular army to 287,000 men, and an increase in the National Guard to 625,000 men; and they further authorize the President to raise 500,000 men by selective conscription and an additional 500,000 men if needed. The Senate bill, in addition, provides for the recruiting of three additional cavalry regiments for patrol duty on the Mexican border and permits the raising of one army division under Colonel Roosevelt's volunteer plan for immediate service in France.

As the result of concerted attack made in the House upon the plan of fixing the age limits for conscription at 19 and 25 years respectively, the House made the age limits 21 and 40 years, and the Senate 21 and 27 years respectively. All male citizens and male persons who have declared their intention to become citizens are, within these age limits, to be subject to draft.

For the enforcement of the draft the secretary of war is authorized to establish tribunals, the majority of whose members shall in all cases be civilians. Their number and location—whether in each voting precinct or assembly district or larger political division—is left to the judgment of the War Department.

Exempted classes include the vice-president, the legislative, executive and judicial officers of the United States and of the states, members of established religious organizations whose creeds oppose all war and clergymen of all denominations. The Senate bill also exempts theological students who have partially completed their courses.

Provisional exemptions, to be determined by the President, cover government employes in arsenals, navy yards,

armories, custom houses, the postal service and persons engaged as pilots and mariners in the merchant marine, or in industries including agriculture, found to be necessary to maintain the military establishment; the President may also exempt all persons having dependent families where such dependency makes it inadvisable to draft the supporting male member, and those found to be morally or physically deficient; also such persons employed in the service of the United States as the President may designate.

While the President may, by executive order, remove all of the provisionally exempt classes from the possibility of draft, it is considered likely that this action will be left to the tribunals, so that the circumstances of each particular case may be made the basis for a draft or release.

The House voted that the rate of pay of all enlisted and drafted men should be \$30 a month—twice the present rate. The Senate bill calls for a payment of \$29 a month. This is a victory for the trade union members who criticized the under-payment of the troops.

Prohibition of the sale of liquor to officers and enlisted men in uniform, and authorization to the President to regulate the sale of liquor near military camps, is a Senate amendment, adopted as a substitute for another Senate amendment which forbade the selling or giving of intoxicants to a soldier.

SOLDIERS' PAY

THE Council of Defense for California endorses the principle of federal separation allowances and is strongly insistent upon a minimum allowance of thirty dollars monthly each for wives and dependent mothers and ten dollars monthly for each dependent child, and urges the "Survey" to give this endorsement publicity.

JOHN R. HAYNES,
Chairman Relief Committee,
Los Angeles.

SMALL NATIONS LEAGUED TOGETHER

A LEAGUE of small and subject nationalities has been formed, with headquarters in New York, "to establish a permanent congress of the small, subject and oppressed nationalities of the world; to assert the right of each nationality to direct representation at the peace conference following this war, as well as at every international conference held thereafter for the discussion of questions affecting its interests; to present the case of these nationalities to the world; to emphasize the importance of restoring to these nationalities the right of self-government as an indispensable condition for world peace; and to promote a better understanding among all nationalities in America and thus broaden the basis of American culture."

The idea of such a league, conceived independently in at least three places, arose partly from the intense interest of the foreign-born and of their mutual sympathies in the struggle for national existence which the present war has brought about in so many different regions of Europe and Asia, and partly from a perception of the similar nature of the call for relief which has come from those smaller countries which have been maimed by the "steam-roller" progress of contending armies.

It is intended that the delegates to the council of the league shall, as far as possible, be chosen from among their most eminent representatives in this country, whether American citizens or not. There is not, at present, contemplated any special pressure upon the government of the United States or of any other individual power, but rather preparation for joint participation in the counsel of the nations when such counsel is resumed.

"The principle of 'no taxation without representation' is gaining new adherents almost every day," say the secretaries of the league, Vincent F. Jankovski (Lithuanian) and Marion A. Smith (Scottish-American), "yet at the international conferences the great powers to this day fail to recognize the right of direct representation in them of the subject nationalities."

ies, the peoples of which are frequently burdened at such conferences with new axes, indemnities, loss of territory, dissection of nationality into several parts, without their consent, and are subjected like chattels to transfer from one power to another."

Incidentally to its principal aim, the league hopes to promote better relations among the various peoples which, for political or economic reasons, have taken refuge in the New World. "Lack of acquaintance with each other and with Americans has created prejudice and a tendency to clannishness; frequently, the true spirit of democracy is overlooked." To avoid anything in the nature of encouraging separatism within the United States, the league hopes also to enroll Americans and American representatives of nations which do not come within the classification of "small" or "subject." It feels greatly encouraged by the speeches of President Wilson of January 22 and April 2, in which he referred to the equality of nations upon which lasting peace must be founded—not an equality of territory or resources, but of right. The purposes of the league will not be fulfilled with the end of this war, however favorable that may prove for Poland, Ireland, Bohemia and other subject nationalities, but will remain until all nations, however insignificant in size and population, will be secure in their freedom under a world democracy.

THE NEW COMMITTEE ON WAR PROHIBITION

LEADERSHIP in the movement to secure national prohibition, as a war measure of economy and efficiency, has been assumed by the newly organized Committee on War Prohibition, with Prof. Irving Fisher of Yale as president, ex-Gov. Eugene Foss of Massachusetts as chairman of the executive committee and William F. Cochran of Baltimore as treasurer. The vice-presidents are Dr. J. N. Hurty, health officer of Indiana; Prof. Edward A. Ross of Wisconsin, Pres. W. F. Slocum of Colorado College and Dr. Harvey W. Wiley.

The committee's slogan is "Save 11,000,000 loaves of bread a day." Its immediate object is "to secure prohibition of the manufacture and sale of alcoholic drinks as a war measure, with no attempt to commit the country to prohibition permanently. The immediate work of the committee will be to educate the public upon the need and benefit of such a measure as a war provision, to encourage the growth of an already strong public sentiment in its favor, and to see that this sentiment expresses itself at the most effective times and to those upon whom decision in the matter depends."

War prohibition the committee holds to be a necessity, "first, as a means of conserving immense quantities of food material now consumed in the manufac-



A POSTER for the Belgian Red Cross by Spencer Pryse, the English artist who has contributed his work to many good causes. One of his earlier posters for Belgian relief was reproduced in the SURVEY for December 4, 1915

ture of alcoholic drinks; second, as an immense factor in bringing the production of the nation to the highest efficiency; and, third, as a vital means of preventing venereal disease in our army and navy."

Professor Fisher and ex-Governor Foss are also the organizers of a Memorial for National Prohibition, prepared before this country entered the war. It is to be presented to Congress in two large volumes containing the signatures of 1,000 prominent business men, bankers, college professors, physicians, journalists and others in all parts of the country. The text of the memorial follows:

In view of the scientifically proved unfavorable effects of the use of alcoholic beverages even in small quantities;

And in view, therefore, of the colossal physical, mental, moral, economic, social and racial evils which the manufacture and sale of alcoholic liquor entail;

And in view of the inadequateness of all methods hitherto employed to check or regulate these evils;

And in view of the great and rapid growth of public knowledge and sentiment on this subject as shown by anti-alcohol agitation

and legislation through most of our national area;

The undersigned believe the time has come for the federal government to take steps looking to the prohibition in the United States of the manufacture, sale, import, export and transport of alcoholic liquors (with the understood exceptions for medical, sacramental and industrial purposes).

SPECIAL HOSPITALS FOR WAR SHOCK

REPORTS from the European battle fronts of the large number of cases of shock and various nervous disorders resulting from the terrific noise of exploding shells as well as from prolonged tension, give special interest to the latest announcements from the National Committee for Mental Hygiene. Dr. Thomas W. Salmon has been appointed chairman of a sub-committee to furnish to the government psychiatric units of from 30 to 100 beds near the largest concentrations of troops.

Dr. Salmon has just returned from an investigation at the Mexican border. He found that mental diseases were approximately three times as prevalent among the troops at the border last



the labor commissioner, on request of the governor, to suspend the law limiting the hours of work of women and children. A joint resolution proposed in the Iowa legislature, authorizing the governor in case of a serious labor shortage to suspend the child labor law, was defeated. From Massachusetts comes word that a bill has been drafted after a conference between legislative leaders, the governor and members of the Public Safety Committee, which "will give the governor and council authority to suspend temporarily in case of need the operation of state laws relative to the hours of labor and Sunday work, so that war orders may be filled in haste in case of extreme need." Similar efforts to break down existing laws are reported from Wisconsin and Oregon.

Responding to this challenge and declaring that "the Consumers' League is confronted by the gravest crisis in its history" and that there is danger lest "its

summer as among the adult civilian population of New York state. During the Spanish-American war the insanity rate in the army rose from 8 to 20 per one thousand.

Special hospital wards and the attendance of trained psychiatrists will go far to facilitate the recovery of the soldiers and will also aid the general hospital work by removing different elements from their wards. The first unit has been provided for by Anne Thompson of Philadelphia, who has given \$15,000 to defray the expenses. This initial unit has been formally offered to the government.

With Dr. Salmon, Dr. Pearce Bailey will serve; also Dr. Stewart Paton, Dr. Lewellys F. Barker, Dr. A. M. Barrett, Dr. G. Alder Blumer, Dr. Owen Copp, Dr. George R. Kirby, Dr. August Hoch, Dr. Adolph Meyer, Dr. William L. Russell and Dr. William A. White.

In New York, the State Hospital Commission has offered to establish a mental clinic or dispensary, with staff, at each of the larger military camps in the state. The Mental Hygiene Committee of the State Charities Aid Association will cooperate.

WATCHMEN ON THE WALLS OF LABOR

THAT certain interests in many parts of the country have been eager to take advantage of the recommendation of the Council of National Defense—that the legislatures give the governors power to modify the labor laws—is clearly indicated by reports from various states. So far, however, the other recommendation of the council—that no modification or suspension be authorized except when particularly asked for by the council—has been disregarded.

Vermont has passed a law allowing



achievement of a quarter century may be largely undone in a few weeks in the effort to speed up our national industry," Florence Kelley has sent out an appeal and a program to members and friends of the league, of which she is secretary.

There are many indications, says Mrs. Kelley, "in the present wave of patriotic fervor" of a widespread breakdown of the labor law. She mentions the bills, described in the SURVEY of last week, which at this writing are still pending in the New York legislature, and calls attention again to the situation in Connecticut where women are employed ten hours at night.

"In the light of the English experience," says Mrs. Kelley, "it is clear that whatever emergency measures may be unavoidable in the United States (such as the executive order allowing ten hours of work instead of eight in ship-yards on account of shortage of labor) should be exceptional, and strictly temporary, and never precedents applying in any field beyond the one in which each is issued."

She urges that as a legislative program every effort be made to:-

1. Preserve statutes prescribing short working hours wherever they exist;
2. Maintain the present minima of sanitation and safety.

The letter points out that even in the most prosperous times of peace, health departments, school boards and placement bureaus are insufficiently equipped. But "in war they are always and everywhere placed financially on a starvation basis." As a working program, therefore, for women who "cannot enlist for active service on ships and in the trenches," Mrs. Kelley suggests:

1. That they lend their aid to federal placement agencies for women and girls in the maintenance of standards in establishments to which they send employes.
2. That the local consumers' leagues make investigations and suggest better methods, preferably by engaging a trained investigator.
3. That inquiries be made especially in communities where war supplies are being manufactured, with respect to safety and sanitary arrangements and housing facilities in the community.
4. That wherever the present laws are relaxed, leagues cooperate with the officials and see to it that periods of overtime are limited and subjected to continuous investigation.

Finally, Mrs. Kelley urges that old-established principles be faithfully supported and maintained. The work for the Saturday half-holiday in retail stores must be continued. There is special need for voluntary home and school visitors on account of the high cost of living, which "is making serious inroads on the health of school children. . . . It is impossible," she continues, "to overestimate the need that we keep especially the soldiers' children in school by means of scholarships where necessary.



"We must strive to encourage enlightened public care for dependents so that there may be no mothers of young children tempted to try to work in manufacture at night and care for them by day. In the tremendous demand for labor this is a real danger. The widespread new interest of inexperienced relief workers threatens that day nurseries may be instituted to encourage mothers to enter industry.

"It is naturally not proposed that every league should undertake every one of the suggestions in this letter. Long experience proves, however, that there is an inexhaustible fund of good will in all communities, and ours is the especial opportunity of affording it every possible outlet within our field of activity in this tragic epoch. In the coming strain upon the nation the workers will bear the heaviest part. It is for us to see that they shall not be uselessly sacrificed."

"HYSTERICAL DEMANDS FOR ECONOMY"

THUS Howard E. Coffin, member of the Advisory Commission of the Council of National Defense, characterizes the misguided patriotism of those who preach indiscriminating saving. "Some states and municipalities are stopping road building and other public work. General business is being slowed down because of the emotional response of the trading public to these misguided campaigns for economy; savings are being withdrawn from the banks; reports show that some people have begun to hoard food supplies, and thousands of workers are being thrown needlessly out of employment. All this is wrong."

The psychological effect of this country's entry of the war, in this respect, is almost identical with that noted in England in August, 1914. In spite of an unprecedented demand for workers in the munitions industry and the withdrawal of vast numbers through mobilization and recruiting, whole industries became needlessly disorganized and whole trades unemployed because misguided corporations believed that the demand for goods other than war materials would stop or seriously diminish, wholesalers reduced their stocks to a minimum, and both manufacturers and tradesmen abstained from normal alterations and extensions of their business and became infected with the germ of fear which gave to their business policy the aspect of a rout rather than of a wise conservatism.

Public bodies, though not directly affected by business fluctuations to the same extent, are nevertheless influenced by the prevalent atmosphere; and, as a result, there was for a time a danger of wholesale suspension of public improvements and other works of no immediate urgency. The Local Government Board and the national leaders of public policy



"It's always fair weather when good fellows get together".

had the same difficulty which Mr. Coffin and his colleagues seem now to experience here in persuading the local authorities that the abandonment of works already commenced was not only unnecessary, but often wasteful and, if it resulted in throwing men out of work, positively harmful.

The Mayor's Committee on Unemployment in New York, which recently made a study of the relation of public employment to fluctuations in private employment, came to the conclusion that it is the business of a city "in executing permanent improvements, the appropriations for which have been sanctioned, to discriminate in the allotment of funds from current revenue and from corporate stock in accordance with the respective urgency of different expenditures, with the avoidance of waste from loss of interest incurred by delays in bringing improvements into use, with the cost of borrowing, of labor and of materials, and, finally, with the state of the labor market and the rate of unemployment prevailing in the city; and that, other considerations apart, the city's expenditure upon such improvements be made as far as possible inverse in total volume to the general rate of employment in the city."

Mr. Coffin says: "Unemployment and closed factories, brought about by fitful and ill-advised campaigns for public and private economy, will prove a veritable foundation of quicksand for the serious work we have at hand." From the experience of the belligerent countries, he foresees that the demands of most of the

national industries and upon public utilities will be increased, not diminished, by war. While it lasts, the added activity of the nation in military and naval preparedness, in shipbuilding and food production, will bring more money into circulation, and, for a time at least, stimulate the demand for all manner of products which are not directly needed for the prosecution of war. A disarrangement of the commercial and industrial machine would have disastrous consequences. "State activities, road building, public works, private industries, all must go on as before. Business must be increased, labor employed and the country kept going strongly ahead as a successful economic machine. We must have successful industries if successful tax levies are to be received."

TUBERCULOSIS AT HOME AND ABROAD

"WAR conditions will intensify all the problems which social workers meet in their work with families," said Porter R. Lee, at a meeting of the Association of Tuberculosis Clinics held in the New York Academy of Medicine. Dr. James Alexander Miller, who presided, called attention to the crisis faced by tuberculosis clinics in the city: First, by the probable withdrawal of workers, medical and social, for national service; and second, by the deflection of funds—not deliberately but under stress of new conditions. In family work, Mr. Lee continued as he pleaded for continued interest and support of the clinics, the cost of living will mean closer planning,

more suffering than ever before, and an economy where in tuberculosis cases economy should least be practiced—in foods. The withdrawal of men from many homes, the probable exemption from school attendance given to school children, and the general unsettling of standards, Mr. Lee pointed out as grave elements in the present situation.

Dr. Hermann M. Biggs, state commissioner of health, spoke of conditions as he had seen them in France during his recent study abroad. Dr. Biggs' address is reproduced on another page of this issue.¹

In closing, Frederick L. Hoffman of the Prudential Life Insurance Company spoke of the race element in tuberculosis. Race pathology had not been given sufficient attention, he believed. Race and heredity count in the spread of tuberculosis even more than occupation, his observations showed. Statistics that point to a high incidence of tuberculosis in low-paid occupations sometimes forget to give the equally high or higher incidence in the highly-paid trades. Strongly Mr. Hoffman expressed his belief that people would not

¹ See page 112.

forget the work of tuberculosis clinics or allow it to disintegrate. One luxury surrendered, he said, would more than pay the cost of supporting this work.

MOONEY'S PART IN FOREIGN RELATIONS

AT almost the moment last week that a mob of radicals in Petrograd was making a demonstration in front of the American embassy, because of the alleged execution in the United States of "a Socialist named Mooney," Judge Franklin Griffin of the Superior Court in San Francisco, who in February sentenced Thomas J. Mooney to be hung, was telling the district attorney who prosecuted him that he ought to take steps toward a new trial for Mooney.

Ten people were killed in San Francisco and forty-five injured by the explosion of a bomb during the "preparedness" parade on July 22, 1916. Four men and a woman, all connected in one way or another with the labor movement, were indicted by the grand jury. Warren K. Billings, former president of the Boot and Shoe Workers' Union of

San Francisco, was the first of the five to go on trial. He was convicted last December of murder in the first degree and sentenced to a term of life imprisonment. Mooney was found guilty in February and sentenced to be hung May 17. Unless something happens to prevent, he will be hung on that day.

But something has happened which has already led Judge Griffin to insist upon a new trial for Mooney, and something that is likely to have a very serious effect upon the testimony of the prosecution's star witness. F. C. Oxman, an Oregon cattle man, testified that he was near the scene of the explosion on the day of the parade, and that he saw Mooney and the other defendants with a suspicious looking suitcase. It was largely on the testimony of Oxman that Mooney was found guilty. It has recently come to light, however, that Oxman endeavored to bring an old acquaintance from Illinois to corroborate his testimony by stating that he saw Oxman at the point where he claims to have been during the parade of July 22.

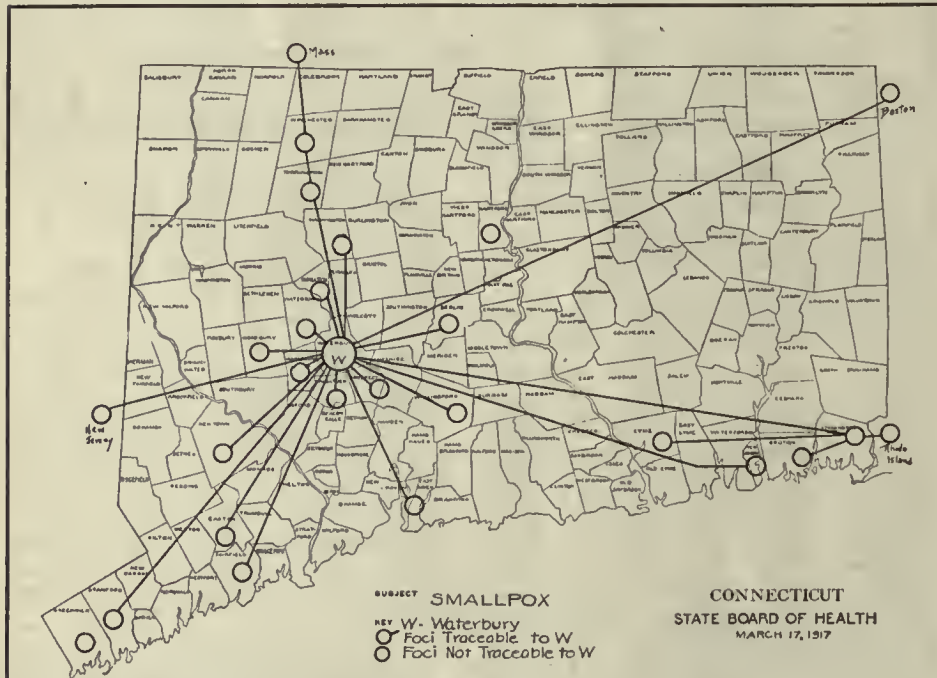
It is now admitted by the prosecution that on December 14, 1916, Oxman wrote to F. E. Rigall at Grayville, Ill., as follows: "I have a chance for you to come to San Francisco as an important witness. You will only have to answer three or four questions and I will post you on them."

On the eighteenth he wrote again to Rigall, offering to furnish expenses and saying: "You will only have to say you seen me on July 22 in San Francisco and that will be easy done." On December 25, he wrote to Rigall's mother, offering to furnish her transportation to California.

Rigall went to San Francisco in response to these requests, but did not take the witness stand. On hearing of the Mooney verdict he is said to have wired to Assistant District Attorney Conlin, "Congratulations on your victory. I believe my testimony will secure Mooney a new trial." He then offered to the defense the letters written him by Oxman.

The San Francisco *Bulletin* has been looking up Oxman's record and states that he was engaged in fraudulent land deals in Indiana several years ago. Oxman has signified his willingness to go to San Francisco to meet the charge of attempting to secure perjured testimony.

It was after the Oxman letters had been brought into court that Judge Griffin expressed the belief that there should be a new trial. He is reported to have interrupted the protests of the assistant district attorney to say, "I don't want any technicalities. This is no time for technicalities. A man's liberty is at stake. I have stated my position, and it is the one way to serve justice. As nearly as I can learn, there has been no denial of Oxman's authorship of these letters. I



SMALLPOX EPIDEMIC FROM A SINGLE IMPORTED CASE

THE map prepared by the Connecticut State Board of Health shows how from a center in Waterbury smallpox has spread this past winter in all directions, even beyond the state lines. A colored girl from North Carolina was the first case in Waterbury. Since that city was, as a whole, opposed to vaccination, the disease made rapid headway, according to Commissioner Black. More than fifty school children had smallpox before January 1, when vaccination was made compulsory; not one has had the disease since that time. The Waterbury Health Department has spent \$20,000; the citizens have spent fully as much because of the epidemic; adding to this the loss of time, it is said to have cost Waterbury fully \$100,000. The state of Connecticut spent not less than a quarter of a million dollars before the epidemic was fully controlled. Bridgeport, New Haven and Hartford, cities of larger population than Waterbury and only about thirty miles distant, have escaped infection. Vaccination is required in all three as a condition of entering school. The epidemic as a whole is reported as a mild form

believe you gentlemen should go at once to the attorney-general and ask that the trial be referred back to the Superior Court. If the district attorney does not take this action, it will be my duty to take it myself."

New evidence has also come to light, it is said, tending to discredit the chief witness in the Billings case.

As this goes to press District Attorney Fickert has taken no action in the case beyond denouncing Fremont Older, editor of the *Bulletin*, which first printed the Oxman letters. He has given out a statement implying that Older had knowledge of the bomb explosion and threatening to bring him before the grand jury.

DAYLIGHT SAVING BEFORE CONGRESS

SENATOR CALDER on April 17 introduced the bill drafted by the National Daylight Saving Association, which provides for setting back the clock by approximately one hour for the whole country during five months of summer. The bill has been drawn on the example of similar laws adopted in Great Britain, France, Germany, Austria, Italy, Holland, Denmark, Norway, Sweden and Portugal. It is strongly supported by the leading commercial organizations of the country, by the American Federation of Labor and by various public authorities. The President in January endorsed the general principle.

So many extravagant claims have been made for daylight saving as an economic and social measure that a certain amount of opposition was bound to develop. It does not, for the great majority of the workers, transfer a work hour from the hottest part of the day to a cooler one. It does not add to the time available for recreation—unless the extra hour is taken from those normally devoted to sleep. It does not appreciably diminish, in the summer months, the amount of industrial work carried on in artificial light and is not, therefore, likely to lessen the number of industrial accidents.

For the great bulk of the urban population, the measure means that one hour of those given to recreation is transferred from artificial to daylight. And this, it need hardly be argued, is a material gain. The advantages are well summarized in a report of the special committee on daylight saving of the Boston Chamber of Commerce, which groups them in three classes—health, morals and social welfare; efficiency; economy.

As regards health, there is evidence that sleep during the dark hours of night is sounder and more beneficial than in the early morning hours. It may be feared, however, that to some extent the extra hour will come out of those usually given to sleep, and a new danger to health would result. The main benefit to health would come from the extra

hour available for outdoor recreation. A letter from the Cleveland Chamber of Commerce states that the adoption of eastern time in that city last summer, representing the putting back of the clock by approximately one hour, resulted in 2,000 more men playing baseball and 1,000 more persons playing tennis each evening.

Still more important, with the high cost of living, is the opportunity for putting in an extra hour after the day's work on growing vegetables.

The Boston chamber, and many other advocates of the scheme, would prefer to see it applied all the year round. Only thus would all its potential social advantages become effective. It would then really lessen occupational work under artificial light, enable work girls to start home before dark, lessen eye strain for school children and make it possible for a larger proportion of city workers to commute without having to make both journeys in the dark, thus giving a new incentive to the relief of city congestion.

The strongest objection to the plan is derived from its compulsory character and the needless self-deception, as some think. However, the experience of this as of every other country has shown that voluntary action on the part of individual firms or even single cities is too difficult to realize, because, in the matter of time, we are too closely interlinked

in our daily life to permit of the use of unrelated clocks and time schedules.

The principal immediate economy, even under a restricted application of the plan for the summer months only, will be in the saving of illuminants. In Vienna, where it was in operation from April 30 to September 30 of last year, it is estimated that 158 million cubic feet of gas less were consumed in home lighting and 14 million less in street lighting. Evidence before the parliamentary committee in England, before the daylight-saving act of last year—just renewed for the present year by order in council—was passed, elicited the following estimates of saving: Sheffield domestic consumption of gas, \$58,320; London County Council tramways, \$48,600; London and Northwestern Railway, \$447,120; the whole country about \$12,500,000. The German *Bundesrath* introduced the scheme after being told that it would mean an annual saving of approximately \$34,179,200; and in Austria, \$17,089,600 (for the summer months only). In Cleveland and Detroit, which adopted the plan last summer, about \$200,000 each was saved in consumption of illuminants.

The Chamber of Commerce of the United States points to other economies. With our present normal time schedule, municipal investments in recreation and parks are more wasteful than they need be—too many of our parks are empty on

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week days because the bulk of the population has not time to make use of them in daylight. There would also be better opportunities for parents and children to spend time together in outdoor pursuits, and, incidentally, social intercourse generally would benefit.

FAMILY LIMITATION CENTERS IN CHICAGO

FOR some months it has been known to the newspapers in Chicago that a Citizens' Committee on Family Limitation had been formed, but very little was given out for publication beyond the names of the members, who consisted of a few university professors and their wives, three physicians, two lawyers and some men and women well known for philanthropic work. The first definite piece of information was an opinion given by the attorney general, Edward J. Brundage, in response to an inquiry of the committee, who wished to know whether it would be contrary to the law for a physician to give instruction as to birth control, when it was sought and in his opinion required.

The letter sent to Mr. Brundage recited certain typical cases which the members of the committee believed to justify the giving of advice and instruction and to illustrate the sort of need which appeals to the committee as genuine and deserving relief:

A woman, twenty years old, married two and one-half years, one baby two years old and another nine months old; husband earning twelve dollars a week. She is not at all robust and has very high ideals as to care of children and proper housekeeping. She comes and begs for advice.

A woman, thirty-five years old, has seven children; husband for years has done only a little work through the summer months and the rest of the time the family is supported by charity. The woman is worn to a thread and the children are little, puny, undeveloped things. She comes and begs for advice.

Mr. Brundage's comment on these cases is:

It seems to me that in cases of the character described, the matter of the giving of such advice is very largely discretionary with the physician, and that there is nothing in the statute which would prevent his giving advice relative to such matters in those cases in which it is his judgment that the physical health and welfare of the mother require that she be not subjected to the risk and strain of pregnancy and child-bearing. . . . There is no such statute in this state as in that of New York which forbids and penalizes the giving of advice or information relative to the prevention of conception.

The cases cited were chosen carefully by the committee to avoid any charge of exaggeration or overstatement; any one, it believes, who has had experience with poor people could relate instances far more dramatic and moving than these.

[Continued on page 128]

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the pitfalls of relaxation of social and industrial standards;

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[Continued from page 126]

The decision of the attorney-general makes it possible for the committee to proceed at once to start centers for the giving of instruction as to birth control, patterned after those of Holland, where physicians hold clinics and advise those who come to them for help. The general principles of this movement will be explained and advocated in public meetings, but instruction will always be privately and individually given. There will be no general distribution of printed instructions, for the committee believes that when advice of this kind is given out indiscriminately and without conference there is great danger that those who need it most, the very ignorant, may through lack of understanding, use it in such a way as to produce disastrous results; if the movement is to be kept on a high plane it is essential that the teaching be carefully given to each individual and by a physician.

Above all, the committee holds it is necessary to teach not only the people seeking advice, but the general public that there is the greatest difference between the prevention of conception and the production of abortion, for the latter is a crime, unless it is done for the sake of saving the mother's life; there seems to be much confusion on this point even among educated people, perhaps because state laws commonly treat the two procedures as if they were equally criminal.

A movement conducted according to these plans is not expected to progress rapidly, but it is believed that it will go on without setbacks and that the avoidance of harmful results to the patients and of confusion and undeserved condemnation on the part of the public will more than make up for the lack of widespread propaganda and publicity.

Just recently the committee sent to the papers a statement of the principles signed not only by the members of the committee, but by a large number of well-known citizens, including seventeen prominent physicians, lawyers, ministers, journalists and social workers. The statement begins with the following paragraph.

We believe that the privilege of having children carries with it the responsibility for the happiness and welfare of each child. We contend, however, that it is inconsistent to preach the importance of healthy, well-developed families to parents who are denied the knowledge whereby they can determine the size of the family for which they are to care. All too frequently, as a result of parental ignorance or helplessness, undesired children are born to ill-health and misery or are destroyed before birth by parents who feel themselves driven in desperation to this terrible recourse. Owing to fear of legal restrictions, real or fancied, and to general misunderstanding as well, the knowledge which might remedy these evils is withheld from great numbers in the community.

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The Growth of a Creed

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Among those who signed the statement are:

Dr. Isaac A. Abt, Mrs. Joseph T. Bowen, Mr. and Mrs. William F. Dummer, Dr. John Favill, Prof. and Mrs. James N. Field, Mrs. Walter L. Fisher, Dr. Alice Hamilton, Mrs. Charles Henrotin, Max Loeb, Judge and Mrs. Julian W. Mack, Prof. and Mrs. George H. Mead, Allen B. Pond, Mrs. Julius Rosenwald, Prof. Graham Taylor, Dr. Rachele Yarros and Prof. and Mrs. Frank R. Lillie.

The Chicago committee does not intend to court publicity, but hopes for a gradual change in the attitude of the public toward this long-forbidden subject.

SOCIAL ACTIVITIES OF THE CITY OF MOSCOW

THE idea of Moscow as a city of semi-Asiatic lethargy is much exaggerated to say the least, to judge from reports just received in this country of its present activities for the social welfare. The city is planning for this year a campaign of advance in work for children. A special committee has been appointed to organize a central home for dependent children, two smaller homes, a residential industrial school, a bureau for the boarding out and supervision of children placed with private families, and a bureau for the tracing of parents and restoration of children to them. The latter has been necessitated by the influx of refugees.

The city established a public employment bureau in 1914, in a large building next door to one of several municipal lodging houses. During 1915, the bureau's first complete year, 77,855 persons applied for work and 56,813, 76 per cent, were placed. During the first six months of 1916, 36,686 persons applied, and 29,304, 74 per cent, were placed. In addition, the municipality operates a separate public employment bureau for skilled labor, which maintains five branches. In this department, 42,685 applied for positions, and 28,447 were provided with work.

Plans have been completed for a large model tenement, to be built by the city, at a cost of about \$342,000, on a site valued at \$380,000, given by private philanthropy. This is the first municipal housing enterprise in Russia; it is actually under construction, but its completion has been delayed by the war. It is to contain 551 rooms, exclusive of kitchens, and to be equipped with library and nurseries. Other similar houses are being built, partly from private and partly from public funds, including one nearing completion begun by a gift of Mme. M. G. Mikhailova. The city also participates in the administration of the Solodnikoff tenements, model houses erected some time ago from a fund given by G. G. Solodnikoff to provide dwellings at low rents.

Owing to the patriarchal spirit which,

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CHICAGO

until recently, has prevailed throughout Russia, private charity has been on a scale surpassing that of most other European countries. Yet the city council of Moscow last year spent nearly a million dollars in public charity, divided as follows: Workhouse, \$280,000; almshouse, \$215,000; outdoor relief, \$144,000; children's home, \$101,000; free tenements, \$75,000; unclassified, \$88,000.

There is every likelihood that in the future public work for social betterment in Moscow will receive a further stimulus from increased participation of women in municipal work. According to a cable received by the *Chicago Daily News*, the Moscow League of Equal Rights for Women, in collaboration with representatives of working women and labor deputies, has issued a manifesto, in which other claims besides that for equal franchise stand out prominently.

"Women must be promptly admitted to the ranks of factory inspectors, lawyers, notaries, and in general to all branches of the public service." They demand "the abolition of all discriminative laws concerning the social evil that degrades the human dignity of women"—a protest more especially, it would seem, directed against vice segregation and the "yellow ticket," the symbol of police registration. Equal pay for equal work, measures for the protection of child workers, equal peasant rights under all future agrarian reforms, the appointment of women commissioners, both in government and municipal departments affecting the interests of women, are other parts of the program.

A TEN-YEAR PROGRAM FOR THE INSANE

SELDOM has a state faced the problem of its insane so frankly as New York has just done in creating a Hospital Development Commission, which is to work out a comprehensive ten-year program and make a study of the proper care of the feeble-minded. The commission is composed of the state engineer, the chairman of the State Hospital Commission, the state architect, the chairmen of the Senate Finance Committee and Assembly Ways and Means Committee, two members to be appointed by the governor, and one legislator who must be a minority member of a financial committee of the legislature and is to be named by the minority leaders of Senate and Assembly.

The commission is to investigate the capacity of the present state hospital buildings; to consider the future policy of the state in the care of the insane, and whether advisable to make it part custodial and part hospital; to adopt a general plan of hospital development, taking into consideration proximity to centers of population, healthfulness and other matters; to devise and adopt a plan



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not only for the normal increase of patients during the next ten years, but for a moderate surplusage of accommodations when the plan is completed. It is to estimate the probable cost of this plan in detail, considering each hospital site as an entity and submitting a plan for its development to a predetermined capacity. Each year it is to recommend to the legislature an expenditure equal to one-tenth of the cost of the entire plan. When investigating the proper care of the feeble-minded "with the purpose of devising a plan for its solution," the personnel of the commission is slightly changed.

Many facts concerning present overcrowding in hospitals for the insane, and the lack of a coordinated development of such hospitals, are already well known. The commission will have, however, an important opportunity to determine more definitely general procedures and policies in relation to the type of buildings and the size to which various hospitals ought to be developed. Its recommendations, also, with regard to a definite program of expenditure, coming from a commission that includes authoritative members of the legislature on financial matters, are expected to carry great weight. It is understood that the commission will report to the legislature early in the session of 1918, but apparently the bill introduced and

pushed by Senator Henry M. Sage provides for its continuance until the ten-year program is completed.

Appropriations totalling \$1,297,724 for new construction at state hospitals for the insane are provided in this bill and in the general appropriation bill, also signed by the governor. In addition to these amounts, which are available this year, the bills authorize contracts amounting to \$1,636,745, making a total of \$2,934,469 of appropriation and authorization for these hospitals. The appropriations for this year are the largest made by the state in several years and will go far toward relieving the present overcrowding of 6,000 patients. Hospitals in the metropolitan district, where overcrowding is greatest, get the largest amounts.

For new construction at state institutions for the feeble-minded and epileptic, total appropriations of \$614,500 are made available this year and contracts for \$529,600 are authorized. Letchworth Village gets the greatest share of these amounts. Four cottages are under construction there and eight new ones will be built from this year's funds. In all, 890 beds will be added to the state's provision for the feeble-minded. This resulted largely from an energetic campaign by the New York Committee on Feeble-mindedness and the State Charities Aid Association.

FOR NATIONALIZING THE NEIGHBORHOOD

RINGING response to the call for real democracy among the nations was given by John Collier, of New York, in sounding the opening note of the second National Community Center Conference held last week at Chicago. It re-echoed in the varied discussions which filled almost every hour of five days, excepting the intermissions planned to show the 300 delegates Chicago's great equipment for local community work.

The 300 came from twenty-six states. They represented all forms of community centers and tributary agencies—schools, playground and recreation centers, settlements, boards of education, open forums and labor forums, many kinds of clubs, boy scouts and pioneers, and some churches, with many individual attendants—doctors, educators, ministers, social workers and public officials.

Much of the spirit and many of the distinctive features of the community center work itself, including folk singing and dancing, characterized the program, the heading of which described it as "a gathering up of forces, a revaluation of national ideals, a vision of the future." Wide range was given to the topics discussed and the discussion of them. The changes rung on the dominant note of democracy varied as high ideals, fundamental principles, insistent standards and

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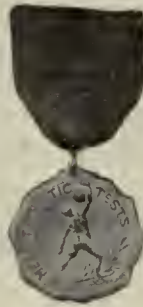
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multifarious details were dealt with. Perhaps the publicly-supported, equipped and controlled center work, done under the auspices of school boards, park and playground commissions and public welfare boards, with the active cooperation of local organizations, was most in evidence. But the volunteer workers and private agencies, such as the social settlements, the Immigrants' Protective League, the Civic Music Association, the labor union officials, people's institutes, open forums and educational institutions furnished their full share.

One practical result of the conference, suggested by Mary K. Simkhovitch, of New York, is a clearing-house joint-committee for the exchange of information, suggestion and prompting in which it is hoped to bring into advisory relation with each other the officials of the Community Center Conference, the Playground and Recreation Association, the National Federation of Settlements and the Open Forum Council, whose spheres of activity have many points of common interest.

The conference became a permanent organization, with a general council and departmental and regional divisions, to give national scope to the promotion and standardizing of community center work.

The Open Forum Council held its fourth annual meeting in connection with the National Community Center Conference. Its separate sessions were largely devoted to giving national scope and organization to the open forum movement. Under the leadership of George W. Coleman, of Boston, out of whose Sagamore Sociological Convention the Open Forum Council grew, the Chicago meeting was representative both in its membership, which came from widely scattered cities and states, and in the diversity of the points of view freely expressed by those whose community of interests was the promotion and safeguarding of a free democracy.

The program wasted no time in asserting the right to free thought and speech, but was planned to conserve the dynamics and illuminate the methods of the forum movement. Reports of the practical operation and valuable results of local open forums inspired all who heard them with the value of the movement. The next meeting will be held with the original forum at Cooper Union New York city.

THE WAY TOWARD A PEACE THAT SHALL LAST

American Relation to the World Conflict and the Coming Peace the question discussed at the twenty-first meeting of the American Academy of Political and Social Science at Philadelphia, was substituted several months ago for the less timely topic originally planned. In the words of W. H. Reeve of the University of Pennsylvania, who...



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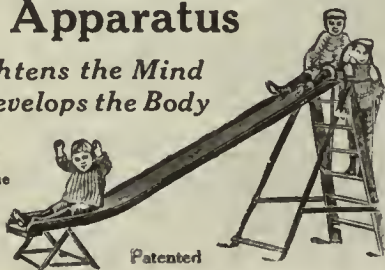
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sions, "the speakers represented all gradations of thought from the pacifist to the militarist.

"Yet, although these words were used with freedom during the meetings, it was to be noted how very little significance might be attached to them, for certain it was that the ideas of some of those who called themselves militarists differed not at all from some of those who called themselves pacifists, while the reverse was equally true."

The meetings were divided into six sessions, each forming a carefully laid step in the progress towards the final meeting at which the question was America's Participation in a League for the Maintenance of a Just and Durable Peace.

The task of the speakers of the first session was really to interpret the recent historic events leading up to the entry of America into the war and if possible to crystallize public opinion on that event. Two clear-cut ideas were presented. One would see the cause of international hate as due to the conflicting interests of governments. Autocratic government must ever have different aims and ideals from democratic government. Therefore, we may never expect peace until a democratic government supersedes the autocratic, imposed if necessary by an outside force. Only between similar governments can lasting agreements be made, because only between such can there be unanimity of thought.

The other proposition was that international hate is engendered by conditions more fundamental than by different ideals expressed by different forms of government. One people have indeed no means of knowing the type of government best suited to the needs of another people. Hate arises not from different governments, but from unequal and conflicting economic interests. Therefore, to attain international accord, it is not sufficient to change the outward form of government, but we must replace hate with love, while this can be done only by removing the cause of hate—unequal economic opportunity.

At the second meeting there was general agreement that America has an obligation as the defender of international right, but the question of the concrete course of action by which that obligation should be met was answered by no great unanimity. Various familiar methods which America may use were gone over, but no scheme new in itself was devised.

At the next two meetings, which both discussed a Just and Durable Peace, the two attitudes of militarism and pacifism were most clearly set each against the other. The former demanded a peace which would result from a fight to the finish and an imposition of the ideals of the conquerors upon the conquered. Nor was there any doubt as to who would be

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the conqueror or as to what those ideals are or should be. This presentation of a method of obtaining peace had the advantage of being definite and tangible.

The idea put forth by the other group is more difficult to express concretely. Peace could not permanently be attained under existing conditions they held; a new international law is necessary, framed with the concurrence of all those affected by it and differing from the old international law in that there would be vested in some responsible body power to enforce the law. Those who heralded this view were somewhat inclined to overlook the present difficulties or at least to minimize them. True, many pacifists admitted freely the necessity for American participation in the present conflict, but they were unwilling to admit that for the future any good could flow from the present system by which

each nation is permitted to adjust its own international difficulties in its own peculiar way.

What the definite terms of peace should be was discussed but briefly by any of the speakers, indeed most seemed studiously to avoid this question throughout. The most bellicose militarist seldom raised more than the general cry of "Germany shall repay," and even when a bolder speaker attempted to settle terms of peace or fix new boundaries of nations his statements were received with no great seriousness by the audience.

The fifth meeting considered the Rights of Small Nations. Viewed in a historical way it would seem that small nations have never enjoyed any extended rights. Even when their rights have been admitted by the great powers of earth, those same powers have failed

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to act as though these rights really existed. One speaker made very pointed reference to the treatment our own country has given to those South American republics for which we profess to have high esteem. A new code of international morals seems necessary in regard to small nations if we wish to prevent them from being exploited.

The final session, toward which all the other meetings had worked as a climax, might have led to the belief that discussion of America's Participation in a League for the Maintenance of a Just and Durable Peace would have agreed on a league of nations as the logical way to prevent war. But such an arrangement would not prevent war, one speaker admitted, for such a league must be held together by treaties, and no treaty, however well forged, can be anything but a weak link in a chain to bind the nations together. Treaties have been broken and treaties will be broken, for with our present international morality, the needs of a sovereign state always take precedence over any rules set forth in a paper treaty. Our own country has been scarcely more careful of her treaty obligations than other nations.

An arbitration court will not be effective, for no nation will submit to such a court any subject concerning her national honor. A greater trust in God was urged by one, that our present-day soldiers may go forth for American ideals with the same trust in divine guidance as did our ancestors. We may never attain peace while we continually go armed against one another; only by universal disarmament may war be stopped, was the keynote of another. Neither convinced his audience.

There was, however, Mr. Reeves reports, one note of hope for the future which was clear and practicable. It came as a historical sketch of the progress of civilization. The speaker showed that individual interests have been consolidated into communal interests and these in turn into still larger units. So a league of nations will not only prevent war, but will unify the individual interests of all its members; one step more in the process which civilization has made and is making. The duel, once considered indispensable because it concerned a point of "honor," is now discredited. So war, even in case of "national honor," may become equally discredited when the interests of the nation are merged into the larger world interest.

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MISCELLANEOUS

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CONTRIBUTED ARTICLES

In the Rookies' Playtime - - - - -	BRUNO LASKER	137
Hours and Output - - - - -	JOHN A. FITCH	138
The Task of Civilian War Relief. IV - - - - -	- - - - -	140
From an Elevated Train, a Poem - - - - -	J. M. BATCHELOR	141

COMMON WELFARE

What Farmers Think of Boy Labor - - - - -	- - - - -	142
"And They Did All Eat and Were Filled" - - - - -	- - - - -	142
The Economics of War Prohibition - - - - -	- - - - -	143
Free Speech and Peaceable Assembly - - - - -	- - - - -	144
To Save the Army from Venereal Disease - - - - -	- - - - -	145
Trade Training for the Injured - - - - -	- - - - -	145
War-Time Training and Programs - - - - -	- - - - -	146
Practical Patriotism for Objectors - - - - -	- - - - -	146
Efficiency for the Army Chaplains - - - - -	- - - - -	146

SOCIAL LEGISLATION

For the Children of Minnesota - - - - -	- - - - -	- - - - -
	W. W. HODSON	147
Prison Progress in New Jersey - - - - -	- - - - -	147
Health Measures Killed in Indiana - - - - -	- - - - -	148
Vermont State Government Reorganized - - - - -	- - - - -	- - - - -
	JOHN M. AVERY	148
New Health Administration for Ohio - - - - -	- - - - -	148
Minimum Wage Established in Arizona - - - - -	- - - - -	- - - - -
	ELWIN L. PAGE	149
Gains and Losses in Michigan Session - - - - -	- - - - -	- - - - -
	B. P. M.	149
Centralized Control for New Hampshire - - - - -	- - - - -	150
Some Progress Reported in Iowa - - - - -	- - - - -	150
Reorganization of the Maine Prisons - - - - -	- - - - -	- - - - -
	MARGARET H. BROWN	150

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England Has Done It

INDUSTRIAL peace was an absolute essential of war. Munitions, food, shipbuilding—every war-time activity depended on a regular output of the necessities of life. And output depended on the morale of the labor forces. How labor was given a hand in the management of industry may go down in history as one of the great achievements of these times. The story of it told by

Arthur Gleason, in The Survey Next Week

"SOLDIER BOYS" they are in fact as well as in song, with a boy's eager zest for play and adventure. Secretary of War Baker has organized a committee in which repressive measures, against liquor and vice, will be supplemented by a positive program of recreation in charge of the great lay bodies in the recreation field—the playground men and the Y. M. C. A. Page 137. Chaplains who can play baseball as well as preach are sought by the Federal Council of Churches. Page 147. And the Oregon social hygienists are out with a demand for keeping the new army free of venereal disease. Page 145.

FRIENDS have organized to furnish patriotic service for all conscientious objectors, whether or not they are church members. They urge that social work shall not be dropped for the new forms of emergency work. Page 146.

WAR CRIPPLES as well as the victims of industrial accidents may share in the new bureau for vocational re-education proposed by the Massachusetts Board of Education. Page 145.

FARMERS are canny folk concerning their own share in the proposal to feed the world by putting school boys at farm work. City boys, and particularly boys under 14, are not wanted, nor are girls. However much of a lark it might prove for the youngsters, it would not furnish the dependable labor that is needed. Page 142.

FOOD, clothing and fuel for men and feed for beasts are set off as a class by themselves—"necessaries"—in the administration food bill and made subject to complete government control. Planting, cultivating, shipping, milling, distributing, selling may all be taken over by Uncle Sam and by him put in the capable hands of Mr. Hoover. Page 142.

PROHIBITION, under this permissive bill, may be established by the President if he finds it necessary. But the war-prohibitionists are out for stopping the manufacture and sale of all liquor until peace comes and then—well, peace is a long way off. The economic arguments advanced. Page 143.

PRESIDENT WILSON and Attorney-General Gregory agree that the federal government has no policy of abridging democratic rights, such as free speech and assembly. Numerous arrests, however, have led to the organization of a defense league, to furnish lawyers to defend free-speech cases, and of a legal aid bureau to discover and investigate such cases. Page 144.

MINNESOTA enacted into law a child welfare program that comprises pretty much all of the recommendations of the state commission which has been studying the subject. Social legislation, won or lost, in various states. Page 147.

DOWNRIGHT statistical evidence on the relation of hours of work to factory output is furnished by a shoe factory. The number of shoes per man per day increased with a decrease in the working week from 55 hours to 52. Page 138.

WHAT the widow needed wasn't so much money as a helping hand over the hard spots—sympathy and advice. That's friendly visiting. And friendly visiting is what the civilian relief workers will chiefly have to do. Page 140.

TRAINING for civilian relief work is offered by all the schools of philanthropy and by several charitable societies. Page 146.

ECONOMIC PRIZES

FOURTEENTH YEAR

In order to arouse an interest in the study of topics relating to commerce and industry, and to stimulate those who have a college training to consider the problems of a business career, a committee composed of

Professor J. Laurence Laughlin, University of Chicago, Chairman
Professor J. B. Clark, Columbia University
Professor Henry C. Adams, University of Michigan
Hon. Theodore E. Burton, New York City, and
Professor Edwin F. Gay, Harvard University

has been enabled, through the generosity of Messrs. Hart, Schaffner & Marx of Chicago, to offer in 1918 four prizes for the best studies in the economic field.

In addition to the subjects printed below, a list of available subjects proposed in past years will be sent on application. Attention is expressly called to the rule that a competitor is not confined to topics proposed in the announcements of this committee, but any other subject chosen must first be approved by it.

1. The Economic and Social Effects of the Civil War.
2. Commercial Treaties and the American Tariff.
3. Methods of Changing Tariffs in Other Leading Nations.
4. Recent Tendencies toward Tax Reforms Appearing in State Tax Commissions.
5. The Meaning and Application of "Fair Valuation" as Used by Utility Commissions.
6. The Working of the Adamson Eight-Hour Law.

Class B includes only those who, at the time the papers are sent in, are undergraduates of any American college. Class A includes any other Americans without restriction; the possession of a degree is not required of any contestant in this class, nor is any age limit set.

A First Prize of One Thousand Dollars, and A Second Prize of Five Hundred Dollars

are offered to contestants in Class A.

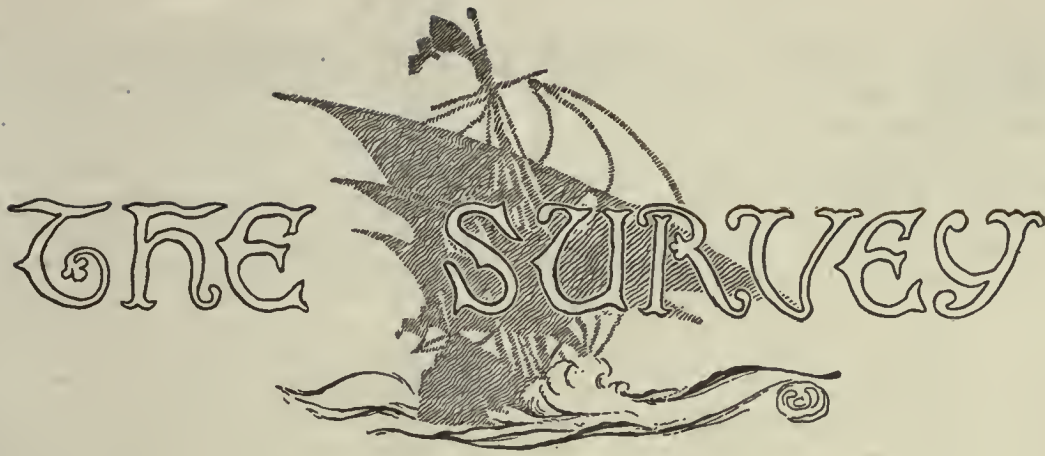
A First Prize of Three Hundred Dollars, and A Second Prize of Two Hundred Dollars

are offered to contestants in Class B. The committee reserves to itself the right to award the two prizes of \$1,000 and \$500 of Class A to undergraduates in Class B, if the merits of the papers demand it. The committee also reserves the privilege of dividing the prizes offered, if justice can be best obtained thereby. The winner of a prize shall not receive the amount designated until he has prepared his manuscript for the printer to the satisfaction of the committee.

The ownership of the copyright of successful studies will vest in the donors, and it is expected that, without precluding the use of these papers as theses for higher degrees, they will cause them to be issued in some permanent form.

Competitors are advised that the studies should be thorough, expressed in good English, and although not limited as to length, they should not be needlessly expanded. They should be inscribed with an assumed name, the class in which they are presented, and accompanied by a sealed envelope giving the real name and address of the competitor. No paper is eligible which shall have been printed or published in a form to disclose the identity of the author before the award shall have been made. If the competitor is in CLASS B, the sealed envelope should contain the name of the institution in which he is studying. The papers should be sent on or before June 1, 1918, to

J. Laurence Laughlin, Esq.
The University of Chicago
Chicago, Illinois



In the Rookies' Playtime

Plans for the Recreation of Soldiers in Training

By Bruno Lasker

OF THE SURVEY STAFF

WE often speak of our "soldier boys" with a paternal pride which would seem to indicate a care for their welfare no less pronounced than that of parents who, in selecting the best schools for their children, in watching over the company they keep, and in providing them with the best opportunities for wholesome good fun, do everything in their power to hold off possible evil influences on their mental and moral development. Yet one of the most deplorable chapters in military history is that which reveals the unconcern with which great armies of young men have been exposed in the training camps and in the field to every kind of temptation. Perhaps equally great has been the unconcern for the welfare of the folks among whom, for the time being, their lot was cast.

"The greatest evil to society," Dr. M. J. Exner concludes his report on prostitution in its relation to the army on the Mexican border, "results from the shattered ideals, lowered standards, sensualized minds and perverted practices which are brought into home life and society by these men who represent in large measure the cream of the young manhood of the nation."

To Secretary of War Newton D. Baker belongs the credit of having first conceived the full responsibility of the nation to her "soldier boys" not only when on duty but also when on leave; and not only to the soldiers but also to the civilians among whom they settle for varying periods. A study of the experience of England and France, in this matter, and of the United States army on the border, convinced him that too much in the past has been left to chance and that new standards are required in a field of operations which too often has been looked upon as inconsequential. As a first step, he appointed to advise him a commission on training camp activities under the chairmanship of Raymond B. Fosdick, of the Rockefeller Foundation, who recently studied conditions at the border. Associated with him are Joseph Lee, Boston, Playground and Recreation Association of America, Lee F. Hammer, Recreation Department, Russell Sage Foundation, Dr. Joseph Raycroft, director of physical education, Princeton, Malcolm McBride, Cleveland, Charles P. Neill, former com-

missioner of labor statistics, Maj. Palmer E. Pierce and Thomas J. Howells, Pittsburgh.

While in some respects the plans of the committee have not as yet matured, the government has already, in an executive order signed by President Wilson on April 27, given official recognition to the Y. M. C. A. "as a valuable adjunct and asset to the service." Emphasizing the efficacy of the services already rendered by the association in the past to the happiness, content and morale of the personnel, the order enjoins officers "to render the fullest practicable assistance and cooperation in the maintenance and extension of the association, both at permanent posts and stations and in camp and field." The President himself sent the association a cordial appreciation of its activities and influence.

The Y. M. C. A. expects that the duties which it has undertaken will involve the erection of about two hundred buildings in the army camps throughout the country, each to serve a brigade and to have a staff of five secretaries. In addition, the experience of the border has taught the need for a mobile force of secretaries, equipped with automobiles, to serve outposts. Already valuable work is being done to bring cheer to the men who guard bridges and munition plants, taking to them books, writing materials and words of inspiration. One such unit often covers a considerable number of detachments and, as may be imagined, is received with delight by the men on their lonely posts of duty.

In addition to the thirteen officers' training camps, which probably will become part of the general system of training camps later on and where the erection of Y. M. C. A. buildings on permanent lines has already been commenced, there will probably be an immediate need for complete services in some twelve camps for the mobilization of the national guard and, when the draft bill becomes law, in camps accommodating half a million recruits. It is not impossible that before the end of the summer the Y. M. C. A. will be charged with the responsibility for a million men in camps, not counting those in barracks, who also have to be provided with all the aid which the organization can give. To enlarge its work in keeping with such a task, the association has commenced to

raise a fund of \$3,000,000 for the present year. Among the larger gifts toward it so far received is one of \$50,000 by the United States Steel Corporation.

For the personnel, the association is able to draw upon the men who have acquired experience in this work and a thorough knowledge of all its requirements, other Y. M. C. A. secretaries and ministers, professional and business men, and upper class college students qualified for such service to whom, if necessary, a special training will be given before assignment to definite responsibilities.

The Y. M. C. A. does not, however, possess a monopoly of recreational and religious activities in the training camps, though naturally the commanding officers prefer so far as possible to work only with one organization. Athletic activities usually are in the charge of an officer who works in close cooperation with the association secretary in the organization of inter-company and inter-regimental events. The buildings of the Y. M. C. A. are, so far as ever practicable, placed at the disposal of denominations which desire to arrange for formal services; and cordial relationships with the clergy and officers of these denominations have, in practically every case, been established.

The educational work, in some of the camps, is likely to be of considerable scope and variety. In one camp, last year, no less than twenty subjects were being taught, ranging from the three R's to history and philosophy. This, of course, entails a close cooperation with local schoolmen upon which, on the strength of its past experience, the association has every right to count. What is entailed in providing wholesome recreation for an army may be illustrated by an item of 3,000 checkerboards as part of the material that went to the Mexican border. Writing utensils, books, sometimes apparatus for the provision of ice water, entertainments and games of many kinds, especially moving pictures and pianos, are among the equipment which will be systematically distributed.

A new type of monitor building, signifying further improvements upon the existing permanent camp buildings of the Y. M. C. A. (as illustrated in the SURVEY for November 25, 1916) is being planned. It will provide for living quarters for the secretaries and a number of small study and conference rooms at one end of the large assembly rooms, shut off from their noise and bustle. At the other end of the building there is a series of classrooms which can be thrown together to increase the capacity of the main hall. The moving picture apparatus is so located that it can be used to entertain either 500 men in the assembly hall or, through an aperture in the wall, 5,000 outside.

To formulate plans which will make the camp Y. M. C. A. a clearing house for every useful social and recreational effort which may be offered by other local and national organizations, a war work council of 100 has been appointed of which William Sloane is chairman and J. S. Tichenor the general director.

The other national organizations represented on Secretary Baker's advisory committee, and a number of others which have offered their whole-hearted cooperation, including the Y. W. C. A. and the W. C. T. U., will not only aid the Y. M. C. A. in this camp work, but will endeavor to mobilize the social forces in the centers near the training camps. The preliminary program, briefly, includes measures for

(1) control over excise conditions in and around the training camps for the purpose of effectively preventing excessive opportunities for indulging in alcoholic drink and prostitution;

(2) the provision of recreational facilities in the camp, already referred to; and

(3) the provision of recreational facilities outside the training camp for the twofold purpose of safeguarding soldiers from temptations when on leave and of preventing the degeneration of social life in the neighborhood of the camps, which so easily results from the concentration of large numbers of more or less irresponsible young men around towns and cities where their presence calls forth an enthusiasm often venting itself in undesirable and dangerous forms.

This last named aim is perhaps the most far-reaching, as it is the most novel, since it will include an endeavor to stimulate natural family and group contact between the townfolk and the soldiers. Instead of remaining strangers with no special concern for the well-being of the people (and especially the girls and women) among whom they seek relaxation from their duties, the men will be individually sought out by those who share with them some interest or are fellow members with them of some inter-local organization. Churches, lodges, trade unions, vocational, athletic, musical and other common interests will be brought in to play a part in this adjustment.

In addition, the local authorities and private organizations which provide more promiscuous recreational opportunities will be aided and encouraged to adopt the best methods suggested by the experience of the competent national organizations and their agents and, if necessary, in enlarging their activities under approved leadership. By these several means it is expected that the evils of intemperance and immorality so commonly and so unnecessarily associated with large encampments can be greatly reduced if not altogether eliminated.

Hours and Output

Some War-Time Testimony in Favor of a Short Work-Day

By John A. Fitch

OF THE SURVEY STAFF

Our whole experience tends to justify the shorter-hours movement. We are absolutely convinced that it is right for the community as a whole, because we feel sure it would increase the net productivity of society.

THIS statement from an executive of a company employing over 4,000 men in the manufacture of shoes and which five months ago reduced hours of labor, has a force and a significance that is unusual now that demands are being made for an extension of working hours as a war-time economy.

Those who have given any attention to working hours in industrial plants know that long hours of labor are not economical either in peace or in war. One has only to investigate the experience of the Commonwealth Steel Company, of Granite City, Ill., the Cleveland Hardware Company, J. H. Williams & Company, of Brooklyn, a firm in which the secretary of commerce, William C. Redfield, was for many years a partner, the Ford Motor Company, of Detroit, the steel industry of England, the building of ships for the United

States navy—to mention only a few of the many examples that are available—to become convinced that a short work-day—even an eight-hour day, results in increased production.

The letter published herewith adds to this volume of testimony and it is the more valuable because the experiment has been made in these very days of stress, which to the thoughtless afford justification for a breakdown in labor standards. It is hard to escape from the inexorable logic of the facts as presented by the executive whose responsibility is for the maintenance of productive efficiency.

Here is the letter, written last month:

During the first week of December, 1916, our company voluntarily reduced the hours of labor in its entire system of factories from fifty-five hours per week to fifty-two hours per week.

This change was put in effect at a time when the conditions in our factories were such as to furnish excellent data as to the result of such a reduction in hours on the production of a large number of employes.

In the period before the change was made:

1. We had built up production to what was regarded as approximately maximum, each plant having reached a production in excess of any previous period.

2. Each plant was laid out with the maximum number of machines in the space available.

3. There was an employe on practically every machine in the system.

4. Over 95 per cent of the productive payroll was on standardized piece work.

5. All of the plants were running smoothly under a routing system in which delays due to lack of material were practically zero.

6. No new factories were in process of organization.

7. No material changes were being made in the character of the product.

8. No new machinery or processes tending to increase per capita output materially were being installed; what few changes were being made would tend to increase slightly the productive difficulty of the product.

9. Standard production load was such that "going out early" was almost unknown; here and there a few special departments were working overtime occasionally.

Our system of factories may be divided into two general classes:

1. Supply factories where material is cut or prepared and fed to the shoe factories.

2. Seven shoe factories where the product is assembled.

As the seven shoe factories are operated under a standard system, the conditions are comparable with those of sister ships in the navy. Production is routed into and through these factories in what we call "sheets," each sheet constituting a half-day's and eleven sheets a week's production. When the hours of labor were decreased in December, 1916, it was decided to make no reduction in the standard sheet or half-day quota. The plan was to determine after trial what reduction, if any, would prove necessary as a result of the shorter hours.

We have operated under the reduced hours for four months. It has been found unnecessary to reduce standard production; actual production has not decreased. The following table shows the changes made in standard production since the first week in December:

Date	Factory Symbol	Production changed		Reason
		From	To	
Mar. '17	MC	212	200	To offset increase in a difficult portion of production
Apr. '17	MC	200	212	Former production resumed
Mar. '17	ME	288	275	To facilitate improvement of product
Mar. '17	ML	250	262	Factory gaining in actual production
Feb. '17	MD	288	275	To offset an increase in more difficult part of product
Dec. '16	MN	238	250	Increased production
	MP	175	175	No change
	MT	108	108	No change

Under the production system in use any department falling behind standard production to such an extent as to be one-half day behind schedule would automatically cause what is called a "dropping of sheets" and a reduction in the standard production for the particular factory involved. This event has not occurred; in fact, the writer, who has been in general charge of the production system in this company for over ten years, believes that at no period in its history have we had so little trouble with the production system as during the winter of 1916 and 1917, this, too, in spite of the fact that we have had more difficulties arising from outside our plants than heretofore, namely:

1. Shortage of material.
2. Railroad traffic disturbances, resulting in unexpected delays in materials.

Our organization would regard the above data as ample to justify the general conclusion that we have lost no production as a result of shortening hours. To reduce it to an absolute certainty, however, we have taken from our actual records data for the two months preceding and the months following the reduction in hours, namely:

1. Actual number of employes on the payrolls.
2. Actual production shipped.
3. Comparison in the unit representing the productivity per employe per working day.

These figures cover the combined production of the seven shoe factories (sister assembling plants) and result as follows:

Period	Total number of employes	Productive unit per employe per day based on pairs shipped
October and Nov. '16 (Working 55 hours)	3986	8.91
Dec. '16 and Jan. '17 (Working 52 hours)	4105	9.00
Feb. and Mar. '17 (Working 52 hours)	4170	9.02

Notes:

(a) Number of employes includes both productive and non-productive; non-productive payroll, however, is carefully standardized and changes in it during this period were infinitesimal.

(b) Of productive payrolls 95 per cent plus is piece-work.

(c) Employes classified by sex: Male, 60 per cent; female, 40 per cent (based on previous estimates, but percentages fluctuate only slightly).

(d) During the winter months there were several bad epidemics of colds and grippé, tending to increase production losses from absence.

(e) A shortage of available labor made employment conditions difficult.

The writer is firmly convinced from this and other similar experiments that long working hours are not only an economic loss to the community as a whole, but that there is ample evidence to indicate that even inside factory walls there is no net profit in running on a schedule much over eight and one-half hours per day. There are so many complex factors entering into the production of the individual employe and particularly into the production of employe groups that the old theory of proportional production per hour is absolutely untenable.

Our experience has been that overtime work is decidedly undesirable as a method of increasing production. Our policy is to discourage it in all departments. Toward this end we have made it a rule for several years to pay 50 per cent extra for all piece-work done during overtime hours. We permit overtime work ordinarily only under the following conditions:

1. To quickly offset breaks in continuous production.
2. Where only a small number of employes are affected.
3. For short periods.

To sum up, our whole experience tends to justify the shorter-hours movement. We are absolutely convinced that it is right for the community as a whole, because we feel sure it would increase the net productivity of society. We believe it is right for the individual factory unit because we have come to realize that even in an individual plant the real problem is to get the maximum amount of work done by a given thousand people, not in a day, in a week, or in a year, but in a lifetime.

The Task of Civilian War Relief

The fourth of a series of articles based upon a course of lectures upon civilian relief now being delivered in New York with the sanction of the American Red Cross by Porter R. Lee of the staff of the New York School of Philanthropy. The articles are being written by Karl de Schweinitz of the New York Charity Organization Society

IV

PEOPLE have never been worth so much as now. The longer the war continues its wastage of human material the more valuable do men and women become—men and women, that is, who in ability, character and physique are sturdy and sound. Every person matters—and surely most of all the families of soldiers and sailors. To maintain their fitness is a national obligation.

When such a family is found to be in need the civilian relief worker must do more than attempt to provide for its support. She must also think in terms of health, education and that indefinable element—character, standard of living, stamina—which we have in mind when we speak of a family as being of good stock. These things are vital in every household. To the family that is in distress they present themselves as complicated problems. In many respects, however, they appear similarly to the family of a widow and to the wife and family of a soldier, for in both homes the absence of the father is likely to be the immediate cause of need.

The civilian relief worker will, therefore, find suggestive the experience of social workers in helping widows with children. To assist such families to maintain a decent standard of living it is essential to know the condition of the woman's health, her qualities as a mother, as a manager and as a wage-earner. It is necessary that the ability of the widow as a wage-earner be understood not because the social worker starts with the assumption that a widow should work. Probably she ought not to work. Possibly her children will demand her full attention. On the other hand, it may be desirable that she do a day or more of work a week. For many women this offers a welcome break in the monotony of a tenement-house home. She may want to work. If she does work it is important that her capacity be known in advance.

What are her own plans for her family? It would be disastrous indeed for the social worker to prepare to help a family without knowing what that family was trying to do to help itself. Whenever possible it is advisable to adopt the plans which the widow has thought out for herself. It is a means of stimulating self-reliance and of preserving in her the sense of responsibility for her own future. If two plans are equally good, the plan conceived by the family should be pursued.

Although the man is absent he is still a part of the family. If he is dead, his illness and the circumstances of his death should be ascertained. Suppose he had died of tuberculosis, for example, would not that have a decided bearing upon what ought to be done for the health of the mother and children? Or suppose that an accident caused his death, would one not want to try to secure compensation for them? These problems in caring for the families of soldiers will be simpler than with the family of a widow, both because the causes of death are more restricted in number and because access to military records will be possible.

The earning power of the man, his occupation and his

quality as a workman are one indication of the standard of living to which the family has been accustomed. Furthermore, a knowledge of what sort of man he was and of what was his influence at home is essential if anything is to be done toward making up in some measure to the family the things which in his character as father he supplied.

Social work builds for the future. Thus acquaintance with the health of the children must be had. Their records in school should be ascertained. Their individual characteristics should be understood and their aptitudes, their special talents, should be known. The social worker, in other words, must be prepared to give vocational guidance. She must have whatever background of information may be necessary to enable her to help the children start life aright.

How was the family supported before it came to the attention of the social worker? Means of support that have been valuable thus far may perhaps be continued in the future. Moreover, the manner in which the household has been maintained may be an indication of the resourcefulness of the mother. Lastly, it is important to understand what, as Miss Richmond has phrased it, the family was at its best. The aim of the social worker is to lift the family that has fallen into misfortune up to a satisfactory standard of living. The question that interests her, therefore, is whether this means restoring the family to something it has known before or to an entirely new standard. If the first is true the task may be easier than if new things must be attempted. Under any circumstances, a knowledge of what the family was at its best will influence decidedly the procedure that is to be followed.

Many of the things that ought to be known about the mother, the father, the children and the family as a whole will appear in the first interview which the social worker has with the woman. Often, also, through this first talk other means of acquiring an understanding of the situation will present themselves. In the article in the SURVEY for May 5 the value of consulting relatives, former employers, previous addresses, public records, school, church and social agencies was explained. As the social worker extends her acquaintance in this way she will find her appreciation of what the family is and what it can become increasing.

To obtain this insight into the problems of the household one must be careful to avoid bias. One must weigh evidence. One must take into consideration the prejudices of those who offer information.

Thus the relatives of a certain widow urged that the home be given up and that the children be sent to institutions. They said that the mother was a poor manager. They added that they would have nothing to do with her because she had not been grateful when they paid the expenses of her husband's funeral. They had even offered to take care of two of the children, but the mother did not want them to go because she did not wish them to be brought up as Protestants.

These statements the social worker discounted, for she knew that the relatives were not of the same religious faith

as the widow. Because of this, they were not kindly disposed toward her. The relatives were, however, correct when they said that the mother was careless about the regularity of the children's school attendance. The social worker herself had seen them at home when they ought to have been in the classroom. Few qualifications are more necessary to the person who desires to work with families than this ability to weigh evidence, to consider the source of information and to withhold judgment until the correct inference can be drawn.

One must also be careful not to allow any rumor prejudicial to the character of the family to stand without investigation. People are unfortunately quick to allow themselves to be prejudiced by even the flimsiest sort of evidence against the integrity of a neighbor. Therefore, if a rumor exists it must be followed to its source. If untrue it can be stopped and if true one will know the facts and be able to act intelligently.

A school teacher found that an article had disappeared from the schoolroom in such a way as to make it seem that it had been stolen. She wrote a letter to the mother of the girl whom the evidence apparently pronounced guilty. The mother did not answer the letter and accordingly the school teacher felt confirmed in her opinion. She told the story to a social worker, who had just been called upon to help the family. The straightforward and simple thing for the social worker to have done would have been to speak to the mother, but the school teacher in giving the information had asked that no use be made of it.

Some years later, however, when the girl ran away to be married the story of the theft immediately suggested itself to the social worker. There is nothing necessarily wrong in an elopement, yet the unconfirmed story of the stolen article made the manner of the girl's marriage appear to be far more significant than it really was.

Incidentally, this story illustrates the importance of not allowing oneself to be hampered in the use of information. The records of the civilian relief committee should be carefully guarded. The affairs of the families which come under its care should be considered as confidential but, at the same time, the social worker should retain the right to use her knowledge whenever she believes that this use is important to the welfare of the family.

It must not be inferred from this that the chief purpose of the social worker in visiting former employers, relatives and other persons connected with a family is to obtain information. Just as the social worker must understand the capacity of the family, so also she must learn what those who know the family can do to help it. And the help she seeks is not merely

financial. Often she may not even need this. Always, no matter what other assistance she desires for the family, she is searching for the aid of personal influence.

There are few people who are not stimulated to better things by example or by a desire to please someone whom they admire. It is much easier to try to make good if there is some particular person who is interested in seeing one make good. If there is no such person in the family acquaintance-ship and relationship, the social worker frequently tries to introduce someone to the family who can have this sort of influence. This someone is called a friendly visitor.

Thus there was introduced to the widow who, as described above, was careless about the school attendance of her children, a woman of middle age, a sane, practical, level-headed woman, who had always done her own housework and had had a family of children all of whom were now grown. This woman soon won the friendship and confidence of the widow, and, where others had failed, readily persuaded her to keep her children in school. When housework began to seem like drudgery to the widow and her oldest son became unruly, it was the friendly visitor who from her own experience gave advice about the boy and encouragement about the house-keeping. She gave nothing else except some stockings and mittens for the children, which she knitted while spending an afternoon every now and then at the widow's home. Yet, although she contributed only her interest and her influence, so strong a friendship bound the two women that she became perhaps the most vital factor in the widow's life. The helpfulness of such a friendly visitor should be a valuable suggestion to the civilian relief worker.

Another form of influence not to be overlooked is that of the church. The widow just described became careless about her attendance at church and about the attendance of her children. The social worker wrote to the woman and urged that whatever one's religion was one ought to observe it. The woman was a Catholic. The social worker was in the employ of a non-sectarian organization and was herself a member of the Society of Friends, but she recognized the importance of the influence of church life in helping a family out of trouble.

Here, too, the ordinary course of social work has its lesson for the civilian relief worker. If her object is to maintain the fitness of the families of the men who are fighting for the nation, she must understand fully all the problems affecting their lives, spiritual and moral as well as economic and social, and in providing for their physical needs she must not neglect those other things which though less tangible are more fundamental.

FROM AN ELEVATED TRAIN

By *J. M. Batchelor*

A GLOOMY street in sunlight, nor does dark
 Disguise its dreariness; the windows stark
 Of wholesale houses, cavernous and bare,
 Show dust-smear'd panes before the pallid glare
 Of cold lights high within. An endless row
 Of street-lamps, rising tall, wan brightness throw
 And heavy shadows, sharply angled, cast
 On faces that go by in throngs as fast
 As scattered bits of paper whirled away
 In swollen gutters on a rainy day.



COMMON WELFARE

WHAT FARMERS THINK OF BOY LABOR

PROTECTIVE laws for children had been modified as a part of the general war program in only two states up to May 7, so far as the National Child Labor Committee was advised. In Iowa the governor has been given power to suspend the child labor law in case of emergency. In Pennsylvania the State Board of Education has issued a statement authorizing the withdrawal from school of children of twelve years or older to work on farms. In New York a bill giving the commissioner of education discretionary power to suspend the compulsory education law passed the Senate last week and is scheduled to come to a vote in the Assembly this week. In many other states similar action is being urged, but in many of them the legislatures having adjourned, there is no possibility of the repeal or suspension of the child labor laws.

In order to get the viewpoint of the persons most concerned—after the children themselves—the National Child Labor Committee has sent a questionnaire to grange officers throughout the country. The answers that have so far come in indicate that farmers do not want or need city or town children. Of the replies received to date, which cover fifteen states, 62 per cent say unqualifiedly “No,” to the question, “Are city school children wanted to work in your district?” An Illinois farmer writes, “City school children would be of no use in this section. Farmers are in need of adult help, eighteen years and over.” The Minnesota State Grange master says, “City boys, unless trained, are of no use to us. Nearly all the work is carried on by either gas or horse power, and I find they do not understand how to drive a horse or handle machinery.” The secretary of the Vermont Grange replies, “Vermont is a dairy state. No children are employed or wanted to my knowledge.” The four officers of the Pennsylvania Grange agree that children are not wanted to any extent. “Some demand for boys,” says the master, but the state treasurer says, “We do not think school children of the large cities would be of sufficient help to warrant the undertaking.” “The

tending of small corn is a delicate business for a citybred child,” says an officer from the cornbelt of Illinois, “while haying and harvest would be too heavy work for one not accustomed to labor in the hot sun.”

Of those who mention the lowest age at which a boy is useful, 64 per cent say fourteen or over. Those who mention the need of children say they are wanted for berry picking or truck gardening, but only 12½ per cent of all the answers say, without qualification, that children are wanted on the farms. The conclusion of the National Child Labor Committee is that to send school children to farms without careful investigation of the actual need for them in a given district would be foolish and an embarrassment to the farmers, that boys under fourteen and girls are not wanted, and that all farm labor must be supervised to avoid waste and inefficiency.

“We are convinced,” says Owen R. Lovejoy, general secretary of the National Child Labor Committee, “that the place for the children is in their homes, in school and in home gardens under supervision, and that the farmers are the last people who want an army of inefficient, inexperienced laborers on their hands. The grange officers show a clear knowledge of the fact that child labor is the most unskilled and uneconomical labor there is. I hope no one will be so foolish as to attempt to send children to the farms in any district without first seeing that the farmers want them and that they are to be properly safeguarded and supervised.”

“AND THEY DID ALL EAT AND WERE FILLED”

ARRIVAL in the United States, on May 3, of Herbert C. Hoover, recently appointed head of the food committee of the Council of National Defense, coincided with the introduction in Congress of the administration's food control bill by Chairman Lever of the House Committee on Agriculture. As sent to his committee it deals not only with food, but with many other necessities of life. The first section of the bill reads:

That by reason of the existence of the state of war there is a national emergency, and it is essential for the national security and defense further to assure an adequate supply and equitable distribution and to facilitate the movement of foods, feeds, shoes, clothing, fuel, other necessities of life, and articles required for their production, hereafter in this act called necessities, for the government and people of the United States, and to protect them against injurious speculation, manipulations, and controls affecting such supply, distribution and movement. For such purposes the powers, authorities, obligations and prohibitions hereinafter set forth are conferred and prescribed.

Based thus upon the war powers conferred in the constitution, the bill authorizes the President

to purchase, provide for the production or manufacture of, or otherwise to procure necessities; to store them; to dispose of them by sale or otherwise, on credit or other terms at cost, including the expense of packing and transportation; and to require any person having any necessities at his disposal, in an amount in excess of his reasonable individual needs for a reasonable period, to furnish the whole or any part of such excess to the government in such quantities, at such times, and at such prices as shall be determined by the President to be reasonable. . . .

This action is to be taken by the President whenever he shall deem it necessary as a means of securing an equitable distribution of necessities, or of preventing speculation and unreasonable enhancement of prices.

Not only does the bill thus authorize the complete nationalization of the production and distribution of the necessities of life, but it provides for the fixing of maximum and minimum prices, under similar conditions of national emergency. The measure declares that

the government of the United States hereby guarantees every producer of any merchantable necessities produced within the United States for which a minimum price shall be fixed by notice in accordance with this section, that upon compliance by him with the regulations prescribed by the President, he will receive for such necessities, produced in reliance upon this guaranty, a price not less than the minimum therefor as fixed pursuant to this section.

This permits the President to guarantee to the farmer a minimum price for each of his crops, as an incentive to increased production of food this year. Hearings before the Senate Committee

on Agriculture have developed the fact that the government experts favor a minimum guaranteed price of \$1 a bushel for corn, \$1 for potatoes, \$5 for beans and probably 75 cents a bushel for oats. A price of \$1.50 would have been guaranteed for wheat, but the season has advanced too far to permit of any additional sowing of that cereal as a result of such minimum price. The other crops named may still be planted.

This bill also authorizes the President to prescribe regulations governing the production of necessities; to compel railroads to carry such necessities in preference to other goods; to regulate exchanges so as to put an end to manipulations of the market; to limit or prohibit the manufacture of grain into alcoholic beverages; to lay import duties as a means of preventing the "dumping" of foreign-made goods on our market.

Nor is this all. The measure authorizes the secretary of agriculture to prescribe the standards of grade and of packing of foods; to license and regulate the number of food storage plants; to prescribe the percentage of flour to be milled from wheat, and to regulate the proportion of wheat and other flours to be used in the making of bread.

Despite the assurance of Representative Lever that the powers conferred by the bill are not to be used unless necessity shall be established for their use, the measure is accepted in Washington as the first part of a national program for meeting the food crisis. If it is adopted—and present indications are that it will pass with few important modifications—it will clear the way for the creation of a food-distribution system which will begin at the farm gate and extend to the door of the retail dealers. Then, if retail merchants and butchers fail to meet the government's expectation that they will serve efficiently under price-regulation, the new system will lay its hand upon the vast retail business as well.

Under the terms of this proposed act, the United States government is enabled to follow the example set by Australia in response to the demands of her workers that a degree of stability be maintained between wages and the cost of necessities. Farmers can be assured of a fair price for their crops; necessary middlemen can be assured of a living wage in the form of commissions; retailers can be guaranteed a reasonable profit for their work; consumers can be made secure in the price of commodities by each of these steps of regulation, and can themselves be paid a wage calculated upon the knowledge that the market for the agricultural and industrial output of the country is adequate and steady.

Back of this framework of regulation there are numerous plans for improved processes, for better handling of foodstuffs, and for the placing upon the market of a better quality of foods.

Mr. Hoover has begun the organization of the machinery which will be required to regulate the distribution of necessities for the entire nation. The Department of Agriculture is working upon the problems of increased production of foods and of more economical use of foodstuffs. Should Congress pass the Lever bill with the authorization to the President of the absolute powers which it proposes, Mr. Hoover will presumably become the agent of the Council of National Defense and indirectly of the President in putting an end to speculation in food, clothing and fuel.

At the request of Secretary of Agriculture Houston there was introduced in the Senate on April 30 the Gore resolution, which appropriates \$25,000,000 to be used by the Department of Agriculture "to provide further for the national security and defense by stimulating agriculture and facilitating the distribution of agricultural products."

This measure will be taken up after the Lever bill has been disposed of. It provides for an immediate investigation into the "demand for, the supply, consumption, costs and the basic facts relating to the ownership, production, transportation, manufacture, storage and distribution of foods, food materials, feeds, seeds, fertilizers, agricultural implements and machinery, and any article required in connection with the production, distribution or utilization of food."

It also grants broad powers of control of the food storage and distribution industry to the department and authorizes the department to purchase and distribute seeds to farmers in cases of emergency.

The Senate adopted, on May 3, the joint resolution offered by Senator Smith, of South Carolina, authorizing the President to spend \$10,000,000 in securing and distributing to American farmers a supply of nitrates as fertilizers. These nitrates will be imported from Chile, and will be sold for cash to the farmers.

Meanwhile the war council has considered, tentatively, the pooling of the food resources of the United States and Canada, in order that the problem of feeding the home and overseas populations may be met the more effectively. The week finds these plans still in the embryonic stage.

THE ECONOMICS OF WAR PROHIBITION

IN its grant of authority to the President to regulate or prohibit the use of grain in the manufacture of alcohol, the Lever bill falls a long way short of the desires of the war prohibitionists. They are at work for outright prohibition of the manufacture and sale of all alcoholic beverages during the war, as provided in the bill introduced

by Congressman Randall. Their task is greatly complicated by the action of the Democratic caucus in rescinding its war-prohibition vote and agreeing to pass only legislation advocated by the President—action which the *Searchlight on Congress* holds to be a plain evasion of its duty by Congress at the behest of a few wet congressmen from New York and Massachusetts. The prohibition campaign, therefore, must take the form of showing President Wilson that an overwhelming body of public opinion in all parts of the country desires war prohibition and is eager to have him ask it of Congress.

War prohibition, as distinct from other forms of national prohibition, is a purely economic move; for its immediate purposes, it disregards everything except the conservation of man power and food at a time when both are greatly needed. The cost of alcohol in bushels of grain has been discussed in every state and reported in earlier issues of the *SURVEY*.

Last week the Committee on War Prohibition, of which Prof. Irving Fisher, of Yale, is president, took up other aspects. In a statement on Modern War and Prohibition, which it gives out, Maj.-Gen. William Harding Carter, U. S. A., says:

... The public is far better advised today than ever before concerning the effects of the habitual use of intoxicants in producing criminal, insane and untrustworthy men and women and degenerate children. Prisons, asylums and public reformatories furnish continuous and abundant evidence along these lines. The increasing undiscipline of Americans has been observed and noted by investigators and students for many years. This is evidenced in lack of respect for parents, for the aged, for officers of the law and for the law itself. It has also been a uniform observation that these conditions become aggravated whenever and wherever intoxicating liquors are habitually used.

Confronted by these facts, we are about to undertake the creation of a large army of the people and to prepare it for participation in the most gigantic struggle in the history of wars. . . . That temperance has won a lasting victory is attested by the large increase in territory covered by prohibition laws and in the drastic regulations governing the employment of men in dangerous occupations, when individuals may be and often are responsible for the lives of others. If this applies in the operation of railroads and great industrial establishments, how much more should it apply in the cases of the officers and men called to the colors to uphold the honor of the nation and to defend its material interests. . . .

Under the title, Shall We Lose with Liquor or Win Without? Allen Rogers attacks the problem from the point of view of the American Chemical Society. Alcohol, he shows, is an essential in the manufacture of ether and other vital medical supplies, in explosives and as fuel. "The great industry of alcohol-beverage manufacture must bow before the demands of the nation in its time of crisis. This is no sentimental demand

—nor religious, nor even moral—it is the demand of the nation's chemists, based upon scientific analysis," says Dr. Rogers. "Don't close the breweries and distilleries. Transform them" to make the product vital at this time.

Other aspects are discussed in a statement by Prof. Thomas Nixon Carver, of Harvard. All those who grow grain can sell their product at high prices, he argues—even barley, which is used very little as human food, may find a ready market as feed for stock. Hop-growers may have more difficulty than others in adjusting themselves, but they can readily turn their land to other uses and "can easily make a living even though they make smaller profits than from hops."

As to the men employed in the liquor trades, Professor Carver holds that at a time when we "are to put two millions of men into the army and navy, a few million more into the production of military supplies, and at the same time increase the production of foodstuffs, the great and all-absorbing question is where we shall get men—not what we shall do with our surplus men." We are talking of putting high school boys on the farms and committees everywhere are organizing to find new sources of labor. "If these committees take hold of this problem, every man now employed in any branch of the liquor business will find another job waiting for him. Some highly trained and technically skilled men may not be able to turn their training to equally good account elsewhere. That is one of the chances of war which we all must take. Many industries besides the liquor business are going to be badly upset by the war. That, however, is one of the least of the burdens of a great war."

The remaining economic aspect—the loss of tax revenue through prohibition—has scarcely been touched upon, perhaps as a result of its failure in state campaigns; wherever the people have been ready for prohibition, they have brushed aside the loss of revenue as irrelevant in the face of the great gains which they hold will follow prohibition. General Carter touches on it briefly in his statement: "After many years observation of the effects of drink upon our soldiers, it is the unhesitating opinion of the writer that the proceeds of governmental taxation of stills and breweries, is, to say the least, no compensation for the misspent lives and stunted brains of those who are addicted to drunkenness. If it requires war-time prohibition to insure an absolutely sober and dependable army, we should have it, and the sooner the better."

As an offset to the stand of the wet congressmen from the North and East, the committee and other agencies are giving publicity to statements in favor of war prohibition by various bodies, by

prominent business men, such as John D. Rockefeller, Jr., and Frank A. Vanderbilt, president of the National City Bank, New York city, and by former President Taft, who is chairman of the Yale Committee of Seventy-one which proposes to have a dry commencement at Yale and to persuade other colleges, through their alumni, to follow suit.

At a hearing in the Boston State House, representatives of 300 granges and other bodies urged war prohibition. The Rev. Paul Revere Frothingham presided and among the speakers were ex-President Charles W. Eliot, of Harvard, who put strongly the connection between drink and venereal disease; Bishop William Lawrence, who believes the change of public sentiment the past month has been so enormous that prohibition would undoubtedly get enforcement; Maj. Henry Higginson, who spoke as a veteran of the Civil War; Professor Carver; John B. Moors, president of the Boston Associated Charities; Jessie Hodder, superintendent of the Sherborne Reformatory for Women, who is sending her only son to war; and Dr. Walter E. Fernald, of the Massachusetts School for the Feebleminded at Waverley, who said: "I believe national prohibition during the war necessary to avert economic and military disasters which may destroy our civilization."

FREE SPEECH AND PEACEABLE ASSEMBLY

PRESIDENT WILSON announced last week in a letter to Lillian D. Wald, head resident of Henry Street Settlement, New York city, and others who had written to him regarding what they conceived to be a threatened war-time invasion of the rights of democracy, that he had the matter in mind and hoped he would act "at the right time" in the spirit of suggestion. The President said:

The letter signed by yourself and others under date of April 16 has, of course, chimed in with my own feelings and sentiments. I do not know what steps it will be practicable to take in the immediate future to safeguard the things which, I agree with you in thinking, ought in any circumstances be safeguarded, but you may be sure I have the matter in mind and will act, I hope, at the right time in the spirit of suggestion.

The sentiments which "chimed in" with the President's own feelings were expressed in part as follows:

Even by this time we have seen evidence of the breaking down of immemorial rights and privileges. Halls have been refused for public discussion; meetings have been broken up; speakers have been arrested and censorship exercised, not to prevent the transmission of information to enemy countries but to prevent the free discussion by American citizens of our own problems and policies. As we go on, the inevitable psychology of war will manifest itself with increasing danger, not only to individuals, but to our cherished institutions.

What we ask of you, Mr. President . . . is to make an impressive statement that will reach not only the officials of the federal government scattered throughout the union, but the officials of the several states and of the cities, towns and villages of the country, reminding them of the peculiar obligation devolving upon all Americans in this war to uphold in every way our constitutional rights and liberties. . . . Such a statement sent throughout the country would reinforce your declaration that this is war for democracy and liberty. . . .

Among those who signed the letter were Herbert Croly, editor of the *New Republic*; Matthew Hale, the Progressive leader in Massachusetts; Judge Ben B. Lindsay, of Denver; Charles J. Rhoades, of the Federal Reserve Board of Philadelphia; Jane Addams; Paul U. Kellogg; Rabbi Stephen S. Wise and others.

Moved by similar alarm at what they term "the first casualties of any war"—free speech and peaceable assembly—a group of prominent men and women have formed the American Legal Defense League. They are drawn both from those who favored and those who opposed a declaration of war against Germany, and their object is to defend in the courts "constitutional liberties in any part of the United States." The league has already appeared in a number of cases tried in New York city.

The league has headquarters at 261 Broadway, New York. The first name on its board of advisors is that of Charles S. Whitman, governor of New York. Other names are:

Oswald G. Villard, president of the *New York Evening Post*; Charles C. Burlingham, lawyer, New York city; Judge John F. Hyland, County Court, Brooklyn, N. Y.; Leonard D. Abbott, president of the Free Speech League of America; Prof. Henry R. Mussey, Columbia University; Owen R. Lovejoy, secretary, National Child Labor Committee; Prof. Emily Green Balch, Wellesley College; Gilbert E. Roe, lawyer, New York city; Lillian D. Wald; Moorfield Storey, lawyer, Boston, and others.

The league will defend accused persons free of charge unless they are able to pay. It plans to secure the services of attorneys throughout the country. Already twenty-five have said they would try cases. It hopes to hear of cases needing attention through existing organizations, both of a militarist and pacifist character. A Legal First Aid Bureau has been formed in New York city to discover and investigate such cases, with headquarters at 70 Fifth avenue. At present the league is supported by contributions, but it may try to establish itself on a wide membership basis.

The principal cases in which the league has appeared for the defendant or been interested are those of Stephen Kerr, arrested for disorderly conduct when speaking in Madison Square, New York, and accused of using the phrase, "you skunks of Americans," though he

denies it; Henry Jager, accused of talking against conscription and of applying improper language to a man who had testified against him; George L. Glison (pen name "Shiloh") arrested for distributing pamphlets during the "Wake Up, America" parade; Helen Boardman, a writer, and Katherine B. Anthony, a social worker and author of *Mothers Who Must Earn*, who posted signs reading "No conscription—thou shalt not kill," and were put under bonds to keep the peace; and Loewe De Boer, a citizen of Holland, a graduate of Yale and Leyden universities and a writer on American colonial history, who engaged in a conversation on internationalism near a recruiting station and was sent to Bellevue Hospital for observation as to his sanity. De Boer was released several days later after the Dutch consul had testified to his personal acquaintance with him.

Glison, Kerr and Jager were each given six months in the workhouse and the last two were refused bail. "The severity of sentence in these cases is unheard of," declared Harry Weinberger, general counsel and executive secretary of the league, "and the bail offered (\$5,000 in the case of Jager) is regarded as more than sufficient in cases of highway robbery and burglary."

Whether these are sporadic cases or whether they show a concerted policy on the part of municipal authorities to curb the free expression of opinion has not been made clear. On April 3, the grand jury then sitting in New York county passed resolutions declaring that "it is the duty of every citizen not only to display his own patriotism, but to be on notice to see that his neighbor neither says nor does anything to reflect upon or weaken the power of constituted authority." The grand jury declared that "it views with dismay and reprobation the tolerance shown to assemblages in the public parks, squares and streets," and instructed the district attorney to procure authority for the commissioner of police to stop such practices and to prepare a bill making "any seditious utterance a crime punishable by a severe penalty." Either in pursuance of these resolutions or upon complaints received from citizens the Police Department has increased its watchfulness for utterances of a so-called objectionable nature.

Meanwhile, a letter from Mr. Weinberger drew the following reply from Attorney General T. W. Gregory:

So far as I know there have been no encroachments by any federal authority on the right of free speech or of free press. If, as alleged by Mr. Weinberger, any "halls have been refused for public discussion, meetings have been broken up, speakers have been arrested, censorship has been exercised," etc., such action has not been under any federal order and, if they have occurred, are not matters over which the federal government has any jurisdiction.

TO SAVE THE ARMY FROM VENEREAL DISEASE

DURING the first eighteen months of the European war one of the great powers had more men incapacitated for service by venereal disease contracted in the mobilization camps than all the fighting on the front."

Quoting this and other evidence as to the seriousness of the problem of prostitution which confronts the United States in the mobilization and training of a million and a half men, the Oregon Social Hygiene Society has appealed to the Council of National Defense for official precautionary action.

It asks that the council call upon Congress to establish a division of educational hygiene under Surgeon-General Gorgas of the army, with a trained executive in charge, and having an appropriation of \$300,000 to \$500,000 for a comprehensive educational campaign throughout the army and navy. As an alternative plan it asks that the President appoint a commission which shall be given such an appropriation for this work. It asks also that Congress forbid prostitution within a given distance of all camps.

Under the heading, Shall Prostitution Follow Our Army? the society gives these reasons for drastic action to prevent the entrance of the social evil into army camps and into the navy.

"First, because the experience of European countries has shown that prostitution is one of the most serious, if not the most serious, of army problems. . . . 'The number of syphilitics in the army [Austrian] must certainly be several hundreds of thousands. . . . Since the war began, a total equivalent of sixty divisions have been temporarily withdrawn from the fighting for venereal diseases' (Vienna report, *Journal of American Medical Association*). . . .

"Second, because prostitution was a serious problem on the Mexican border in the summer of 1896. (1) 'As soon as the order to mobilize went forth, the vice interests . . . also began to mobilize their forces and to move them to the border.' (Exner, *Social Hygiene*). (2) 'Vice districts were established especially for the soldiers.' (Exner. See also *Literary Digest*, November 18, 1916.) (3) 'Prostitutes were extensively patronized.' . . .

"Third, because venereal diseases, resulting from prostitution, spread more rapidly through the nation in time of war. This condition tends to make the army and navy problem more serious. . . .

"Fourth, because the venereal diseases cause serious complications in later life, and because these diseases will be spread among innocent women and children when the war is over.

"Fifth, because prophylactic measures, while helpful, are insufficient. . . .

"Sixth, because commercialized prostitution is unnecessary.

"Seventh, because it is easily possible to prevent in large measure commercialized prostitution and venereal disease.

"Eighth, because drastic (i. e., immediate and powerful) action is necessary because a large amount of disease in the army originates in mobilization camps and home barracks."

Medical authority and evidence is cited, in the brief, in support of each of the eight contentions made. The brief is now before the medical division of the Council of National Defense, Senator Chamberlain, chairman of the Senate Committee on Military Affairs, and others responsible for the carrying on of the war.

TRADE TRAINING FOR THE INJURED

THERE is timeliness in the report just made by the Massachusetts Board of Education on special training for injured persons. At the moment the United States is entering war the board, after investigation, proposes that a bureau be established "for the training and instruction of persons who, through industrial accident or industrial disease, have suffered the loss of or injury to a limb, or other severe injury, and whose earning capacity has been destroyed or impaired thereby, for the purpose of re-establishing or increasing the ability of such persons to earn a livelihood."

The board was instructed a year ago to undertake an inquiry into this subject. It interpreted its instructions as referring primarily to industrial accidents. Nevertheless it secured testimony and help from people who have been at work on the problem of training crippled soldiers in Canada and in Europe. Its recommendations, therefore, have an application to the injuries that will be sustained by our own citizens on the battlefields of Europe.

The board was not able to determine definitely the number of people in Massachusetts who, under present conditions, are in danger of becoming unemployable because of industrial accident. Estimates vary from 500 to 2,000 yearly. It did find, however, that there is in that state "a large problem of rehabilitating injured workers through scientific methods of discovery of aptitudes, organization of means of training, development of agencies for placement in industry, and rendering assistance to the handicapped while adapting themselves to the demands of a new position." What is true of Massachusetts is probably true also of other highly industrialized states.

Although nearly all states make provision for training the blind, the board found no national or state-aided institutions for training the injured. There are a number of private institutions for training cripples, but these are frequent-

ly designed especially for children. It discusses several typical agencies for training disabled workmen and soldiers in foreign countries.

There are five stages in the treatment and rehabilitation of persons seriously injured, if they are to be restored to industry as self-supporting workers and citizens, the board finds. These are the period of surgical treatment, of convalescence and mental adjustment, of training, of placement, and of physical adjustment to the demands of the new position.

An act has been drawn by the board to establish the new bureau it proposes. This bureau should, it thinks, maintain such additional agencies as may be necessary to instruct, train and place in employment injured persons whose earning capacity has been destroyed or impaired. The bureau should be under the board of education and should issue bulletins containing information about choosing an occupation, obtaining training and securing employment. Such a bureau, says the board, would only be an extension of a state policy already in operation in reference to the blind.

WAR-TIME TRAINING AND PROGRAMS

FOLLOWING the lead of the New York School of Philanthropy, training courses in civilian relief work have been established in a score of cities, and a special section on social problems of the war is announced by the National Conference of Charities and Correction for its meeting next month in Pittsburgh. Edward T. Devine is chairman and Ernest P. Bicknell vice-chairman.

The section has been arranged to discuss the war as it affects social work and conditions without scrapping the program carefully built up before the break with Germany. There is to be, moreover, a special meeting the afternoon of June 11 at which William Howard Taft will address the conference on the League to Enforce Peace. Frederic Almy, president of the conference, points out that the league's program has to do with the period after the present war and that, in accordance with its practice established for many years, the conference will not expect to take a position for or against this or any other proposal laid before it.

Civilian relief training courses in all the cities from which the SURVEY has received announcements are based on the regular case work of charity societies applied directly to the situation which is expected to develop as the result of experience in Canada, on the Mexican border and, to some extent, abroad. In the professional training schools for social workers and the Red Cross classes organized by charitable agencies, stress is laid on required field work under the direction of experienced agents. The

result is expected to be a considerable body of volunteers with some understanding of the principles involved and a bit of experience resulting from the field work—minutemen of charity. The size and details of the task they may be called upon to perform depend, of course, in large measure, upon how effectually Congress keeps married men out of the army and what provision it makes or fails to make for the dependents of soldiers.

In the Chicago School of Civics and Philanthropy, the special lectures on emergency war relief follow after a course on the principles of case work and another on the background of social work. Sophonisba P. Breckinridge, of the school faculty, is giving a closely related course in the University of Chicago which, together with courses on food conservation and production, and on first aid, are made a part of a special program of war service for the women students of the university.

The leading social agencies of Boston are represented on a committee which is acting in an advisory capacity to the Boston School of Social Work (which forms a department of Simmons College) in its course on First Aid in Social Service. Elizabeth L. Holbrook of the Associated Charities is in charge of the class conferences and assignments to field work. The Pennsylvania School for Social Service, Philadelphia, follows very similar lines and, in common with the others, is giving its course under the auspices of the local Red Cross.

In Scranton, Pa., thirty-five students are at work under the direction of Maurice Willows, general secretary of the Associated Charities, who is also one of three men in charge of the newly organized civilian relief department of the Red Cross. In Yonkers, N. Y., a course is given by Mary J. Van Hook for the local chapter of the National League for Woman's Service, with the cooperation of other local agencies.

The Denver Federation for Charity and Philanthropy is establishing a class. And among a great many special war-time college classes may be mentioned that on emergency aid by Prof. Susan M. Kingsbury, Carola Woerishoffer professor of social economy at Bryn Mawr.

Of interest in this connection is a dispatch received by the *Christian Science Monitor*, in which Neville Chamberlain, British director of national service, emphasizes social service as an occupation for volunteers. While recognizing the value of part-time work by women prevented by domestic duties from placing their whole time at the disposal of the country, he urges that further help from volunteers is needed in social work carried on directly by the state and by local authorities or partly supported by them, such as care com-

mittees, boys and girls clubs, infant welfare agencies, war pensions and disablement committees, canteen service for munition workers, rest huts for soldiers and sailors.

On the other hand, he pleads for voluntary workers in services which must be rendered for the whole working day, or which can be rendered better by whole-time workers, including the voluntary aid attachments to auxiliary hospitals and civil as well as military nursing which requires a period of preparation and probation.

PRACTICAL PATRIOTISM FOR OBJECTORS

REPRESENTATIVES of the three separate Quaker organizations, the Five Yearly Meeting, the Hicksites, and the Arch Street Yearly Meeting (Philadelphia), have come together to form a Friends' National Service Committee for the purpose of directing the energies of those men and women who, though unable on conscientious grounds to take part in military or civil war service, desire to cooperate with the government in meeting the new tasks of social service arising from the country's state of war. The committee consists of five delegates each from the three organizations and has empowered an executive committee of four, Alfred G. Scattergood, Arabella Carter, L. Hollingsworth Wood and Lucy Biddle Lewis, to formulate plans of active service.

Following the example of English Friends, the committee is contemplating the formation of an ambulance corps for service at home or abroad if a real need for it should develop. The idea of a Friends' farm labor corps, already previously announced (see the SURVEY for April 21, page 70) has been received with much approval throughout the country. Their formation has, for this reason, been delegated to local committees which are actively engaged in enlisting conscientious objectors for this service, whether members of a religious organization or not.

The committee is particularly anxious that Friends already engaged in social work of permanent value shall not, under a mistaken conception of patriotic duty, neglect it for the sake of swelling the ranks of the new social crusaders.

"We are united," says a resolution unanimously adopted by the Friends' National Service Committee, "in expressing our love for our country and our desire to serve her loyally. We offer our services to the government of the United States in any constructive work in which we can conscientiously serve humanity. We encourage freedom of thought and of speech to carry on as far as the law will allow open forums and to encourage the press to state both sides of a question at issue. We recom-

mend that at all times, in all things, we exercise and advocate self-control and the application of enthusiasm for service for constructive ends."

EFFICIENCY FOR THE ARMY CHAPLAINS

THE selection of chaplains for the greatly enlarged army and navy is being made a matter of highly selective processes and of close cooperation among the constituent bodies of the Federal Council of the Churches of Christ in America.

"The chaplaincy is not a political office, not a soft snap, not an easy salary or a pension for life, and is no place for people who make failures in other types of ministry," says the Rev. Clyde F. Armitage, associate secretary of the Commission on the Church and Social Service of the Federal Council.

The federal council is cooperating with the secretaries of the Army and Navy De-

partments in the discovery and selection of capable men. A large number of applications from some of the denominations are now on hand, and it is evident that there will be no opportunity for other than the highest grade men. We have been in conference with the denominational committees concerning chaplains and are cooperating with them in such a way as to give every chaplain the backing of a united Protestant church. We have generally agreed that no candidate shall receive endorsement unless he fully meets the strict requirements set.

We expect also that the man shall have prepared himself with a thorough college and theological seminary education. It is quite essential that he shall have had some pastoral experience and that he be an organizer as well as a preacher. A chaplain finds awaiting him no official board, no group of deacons, no organization of any kind. He must be a man of resource and must build his work in many cases against the indifference, and in some cases against the opposition of the officers.

We prefer also that the men becoming chaplains be of an athletic type, capable of supervising the recreations of the enlisted men. Preference shall be given to those who desire to enter the chaplaincy as a life work.

guarding of her rights and those of her child. A Bureau of Child Welfare is created in the Board of Control and local county Boards of Child Welfare are authorized in the various counties of the state to cooperate.

The law relating to illegitimate children is shaped on the principle, expressed in the statute, that the child born out of wedlock is entitled to the same degree of care and nurture as though he were legitimate. The father's obligation, in any event, cannot be settled without the approval of a court having jurisdiction. Supplementary to this, it is made a felony and hence subject to extradition, to abscond after issue is conceived of fornication.

Maternity hospitals and infant homes must now be licensed and properly supervised by the Board of Control and that board must investigate homes in which children are to be placed, and visit within ninety days after the entrance of the child into the home. The surrender of children under fourteen years of age is restricted. Adoption proceedings are now subjected to careful scrutiny by the board, and no child can be adopted until he has remained in the proposed foster home for six months.

The so-called mother's pension law has been rewritten, its provisions enlarged, and standards of administration established in the light of the experience of our own and other states. The juvenile court law has likewise undergone a thorough process of recasting at the hands of persons intimately acquainted with the juvenile court problems. The scope of the law, the machinery of its procedure, and the spirit of its text have been put on a solid and liberal foundation.

In many respects Minnesota now has as soundly progressive laws relating to children as will be found on the statute books of any state in the union.

Social Legislation

For the Children of Minnesota

By *W. W. Hodson*

SECRETARY, MINNESOTA CHILD WELFARE COMMISSION

OF the forty-three measures submitted to the state legislature by the Minnesota Child Welfare Commission, thirty-five were enacted into law with but few and unimportant changes. The success of so large a number is especially heartening because the legislature considered, during the session, 2,300 measures of which 78 per cent failed of passage. With possibly three exceptions, the child welfare program constitutes the record of social legislation for this session.

Earnest people in this state have long labored to secure a commission for the revision of laws relating to children. At two preceding sessions of the legislature, efforts were made to bring this about, but without result. Finally Governor Burnquist was urged to appoint such a commission, which he did, and twelve persons were selected to serve. Work was begun in September, 1916, under the leadership of Judge E. F. Waite, of the Juvenile Court of Minneapolis. Funds were raised by popular subscription throughout the state.

After as careful and thorough study as time could permit, a report was made to the governor in February of this year, in which forty-three bills were submitted for consideration. In the legislature, a joint committee, appointed by House and Senate to consider the recommendations, reported out for passage forty-one of the original forty-three proposals. It should be noted in passing that the strategic advantage of a joint committee and a favorable report by it cannot be overstated. The measures were introduced in each chamber as committee bills bearing the sanction of men from both houses. As "two-name paper" is better than one, the moral is pointed and the tale

adorned. One cannot refrain from further suggesting that the euphonious title of "child welfare" was not without value and the few who found it necessary to oppose the interests of children squirmed vigorously. Catchphrases are fortunately not always misleading nor of evil purpose.

Of the forty-one measures approved by the joint committee, six were withdrawn before the bills came up for final passage. The opposition to these developed such strength that it was feared the whole scheme would be jeopardized. So it was necessary to discard a proposal relating to the regulation of marriage, which provided, among other things, that five days should elapse between the application for and issuance of a marriage license. Two bills allowing inheritance by illegitimate children from the father where paternity has been adjudged were sacrificed to a vague but strongly prevalent fear of blackmail. A measure regulating street trades by prohibiting them to boys under twelve and requiring boys between twelve and sixteen to have licenses met the bitter resentment of all newspapers in the cities affected. Because of it those papers closed their editorial columns to the entire body of child-welfare legislation. Two other measures including a revision of the child-labor law were withdrawn to meet the needs of the situation.

Of the measures passed none is of greater importance than one which gives the state Board of Control powers of legal guardianship over children who may be committed to its care. Complete responsibility is centered in the board, and it is given broad powers of action. Special emphasis is laid, in this law, upon the care of the unmarried woman approaching motherhood, the safe-

PRISON PROGRESS IN NEW JERSEY

NEW JERSEY, by act of her legislature just adjourned, enters the list of states that are dissatisfied with their methods of controlling and managing state charitable institutions. A commission of five persons has been created not only to investigate conditions in such institutions, but to inquire into ways of "centralizing authority or control over all such institutions, the transfer of inmates," and other questions of improvement. New Jersey now has a department of charities and correction with a single commissioner at the head. Governor Edge has appointed the commission of inquiry.

The exposure of conditions at Trenton prison by the Prison Enquiry Commission and the reforms that followed have already been noted. This commission has been continued for another year to investigate other penal institutions. An unusual county jail bill was passed, giving authority for employing jail prisoners and establishing a wage system. Wages must not exceed fifty cents a day, and may be paid to a prisoner's dependents. A judge of common pleas is empowered to parole any jail prisoner under rules made by the court whenever work can be found anywhere in the county.

It is made a misdemeanor for a person "knowing himself or herself to be infected with a venereal disease" to marry, and the reporting of cases of venereal disease to the Department of Health is required.

The State Labor Commission was given authority over sweatshops, and the Department of Labor authority relating to home work manufacture, in times of epidemic.

Another measure provided for two women members on boards of managers of state hospitals for the insane in addition to the present membership. The sale of cigarettes to minors under eighteen was prohibited.

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HEALTH MEASURES KILLED IN INDIANA

THE Indiana legislature, some of whose enactments were noted in the SURVEY for April 28, killed the "chiropractic bill," which would have given to an examining board, separate from regular medical practice regulations, the licensing of "chiropractitioners." But it also killed the bill providing for all-time county health officers; the bill that would have greatly aided the control of infectious diseases by providing medical examination of school children. Not even a commission to investigate health insurance was secured—much less insurance itself. Measures were killed that aimed to control venereal disease, to prohibit the sale of habit-forming drugs, and to require health certificates for marriage licenses.

The report pictures a gory session. Verily, as Dr. Hurty, Indiana state officer of health, says, "the education of the people is a slow process. But," he adds, "public education is a surer foundation for public health than law-making."

VERMONT STATE GOVERNMENT REORGANIZED

THE primary concern of the Vermont legislature was with administrative reorganization of the functions of the state government. The governor, who for fourteen years had been the state auditor of accounts and had thus had the opportunity of gaining an unusual amount of knowledge of state affairs, laid down a complete plan for reorganizing and regrouping administrative functions.

The central feature of the plan was the organization of a board of control to have a general control over all boards, departments and institutions. As enacted, the law provided for a board to consist of the governor, state treasurer, auditor of accounts, director of state institutions and an additional member appointed by the governor. This board holds monthly meetings and has general powers of oversight over all state departments. The employment of all assistants by any department is subject to the approval of this board, as is also the pay of all officers and employes whose pay is not fixed by statute. Departments of government are required to make monthly reports to this board showing the work done and the money expended, and a summary of these reports is to be furnished to the newspapers. The Board of Control, together with the chairmen of the Finance Committee in the Senate and the Ways and Means Committee and the Committee on Appropriations in the House, constitute a committee on budget to prepare the budget for submission to the legislature.

Other measures which were part of the reorganization plan provide for a commissioner of agriculture, who takes over the duties of several departments formerly doing work relating to agriculture and the commissioner of industries, who takes over the work of the Industrial Accident Board and the factory inspector. The office of state engineer is also created, and the office of insurance commissioner.

The director of state institutions is a new office created to take over the work formerly done by the Board of Penal Institutions, trustees of the State Hospital for the Insane and trustees of the State School for Feeble-minded Children. He is also authorized to establish, with the approval of the Board of Control, detention farms, where persons now confined in jail may be detained. Provision is made for a reformatory for women at Windsor, where the women prisoners now sent to the house of correction and the state prison will be confined.

Another measure which formed part of the governor's program was that which provided for a board of charities and probation.

This is an unpaid board which is given supervision over such dependent, neglected and delinquent children as may be committed to the board by the juvenile court and has power of investigation over all public charities. It takes over the work of the Probation Commission and administers the probation law of the state, for which purpose it may appoint deputy probation officers. It is also the duty of the board to investigate the administration of the poorhouses of the state. In this connection it may be noted that an offer was made to the state of a large farm to be used as a state home for dependent children and the legislature gave full power to the Board of Control to act as to the advisability of accepting the home.

Benefits under the workmen's compensation act were somewhat increased and made more specific, and the administration of the law was given, as above noted, to the commissioner of industries. An act was passed making the child labor law conform to the provisions of the federal act.

Measures directly relating to war were the appropriation of a million dollars for the National Guard and for aid to dependents thereof; the codification of the laws relating to the militia; an espionage act; an act prohibiting the granting of second-class liquor licenses (bottle licenses) while the United States is at war; and the law providing that the commissioner of industries may suspend the law regarding hours of labor of women and children while the United States is at war.

Among the measures relating to public health were an act authorizing counties to establish tuberculosis hospitals; an act relating to the practice of chiropody; a net weight law; an act providing for the cleanliness of food establishments and giving large powers to the State Board of Health relative thereto; an act providing that food standards promulgated by the federal Department of Agriculture should be the legal standards for Vermont; the pure ice-cream law; an act permitting the State Board of Health to conduct an educational campaign for the prevention of venereal diseases; an act appropriating money for the establishment of wards or hospitals by the state for the treatment of tuberculosis; an act prohibiting the sale of drugs or other commodities containing wood alcohol.

A woman's suffrage measure provides that women who pay taxes may vote in local elections, which includes a vote on the question of granting liquor licenses.

JOHN M. AVERY.

NEW HEALTH ADMINISTRATION FOR OHIO

TO abolish the State Board of Health and substitute for it a public health council of four members and the state commissioner of health was the proposal made to the Ohio legislature by Senator Howell Wright. The measure passed in the Senate without a dissenting voice; in the House after a sharp partisan fight, and was signed by Governor Cox, who, according to the *Ohio State Medical Journal*, will probably appoint the new council before June, when the system takes effect.

Under the new law the commissioner is given broader powers than formerly were conferred upon the secretary. "The governor and his advisers," says the *Ohio State Medical Journal*, "are now engaged in scouring the country for a high-grade man." Comparison with the recently enacted law of Illinois at this point is decidedly in Ohio's favor. "The only qualification demanded is that the commissioner be a physician skilled in sanitary science," whether he has practiced medicine for five years in Ohio or for one in Montana is of small importance in comparison to the fact of adequate training.

The new law provides also for a deputy commissioner of health, who need not be a medical man. To this position, James E. Bauman, for sometime acting secretary of the board, will, it is said, be appointed.

MINIMUM WAGE ESTABLISHED IN ARIZONA

BOTH houses of the Arizona legislature came to a deadlock over appropriation bills for the state institutions with an almost sterile session, so far as social legislation is concerned.

Greatest interest centered in the bill, introduced by one of the three women members of the House, providing a minimum wage for women of \$12 a week. It was passed, after a long debate, with the \$12 reduced to \$10. A child-welfare act provides for the establishment of a child welfare board in each city in the state. Other acts prohibit re-marriage of divorced persons for one year after the decree is granted; prohibit unnatural sexual relations; provide for the destruction, under certain conditions, of juvenile court records; provide for cooperation between the state and the federal Department of Labor in establishing and maintaining free employment offices.

GAINS AND LOSSES IN MICHIGAN SESSION

THE Michigan legislature, which adjourned April 20, enacted bills to give effect to the constitutional amendment adopted by the people at the November, 1916, election prohibiting the manufacture or sale of intoxicating liquors within the state. This enabling legislation, indeed, went further than the amendment and under it importation of liquor will be expressly prohibited. The effect will be to make Michigan bone dry after May 1, 1918.

Michigan's lack of any reformatory for women has been at last met by a law providing for the establishment of a reformatory and carrying an appropriation of \$117,250 for the purchase of a site and construction of initial buildings. This law provides that the superintendent of the reformatory shall be a woman and that women shall be included among the members of the governing board.

Women gained the presidential vote from this legislature, which further provided for the submission of a suffrage amendment at the November, 1918, election.

The legislature also enacted a state-wide housing code for all cities of the state, based upon a draft prepared with the assistance and advice of the National Housing Association.

Several measures of considerable importance were defeated. Among them was a bill providing for divisional courts of domestic relations in the several county courts, the purpose of which was to provide a tribunal of comprehensive jurisdiction and adequate administrative equipment for the effective and intelligent handling of domestic relations cases, both civil and criminal. Another measure which failed was the bill providing for hitherto unknown state supervision over the local administration of public outdoor relief. A bill providing for this purpose a public relief department of the State Board of Corrections and Charities, and giving that board power to prescribe a uniform system of case records and reports for use by local poor officials, drafted in harmony with one of the recommendations of the State Commission to Investigate Public Outdoor Relief, was defeated in the House after passing the Senate.

Practically all measures introduced in the interest of wage-earners were defeated. Workmen were a law amending the workmen's compensation act, by increasing slightly the benefits payable thereunder; a bill pro-

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hibiting the issuance of injunctions in labor disputes, modeled after the Clayton law; a bill to provide for fixing a minimum wage for women; and the model health insurance bill drafted by the Social Insurance Committee of the American Association for Labor Legislation.

B. P. M.

CENTRALIZED CONTROL FOR NEW HAMPSHIRE

THE New Hampshire legislature has for the third time in succession reorganized the control of the public institutions. Instead of the large board of ten trustees provided for two years ago, there will hereafter be a more centralized board of five, of whom the governor will be ex-officio one. The most important legislation with reference to any single state institution touches the School for Feeble-minded, which will hereafter care for adults as well as children, thus making it possible to retain the grown-up children whom it would be unsafe to turn back into the world. Money was provided for a new building for adults.

After a number of sessions of fruitless debate, the legislature has finally passed a weights and measures act. Another new piece of legislation is a factory inspection law, but the legislature was unable to cope successfully with the workmen's compensation law, which will consequently remain in its present unsatisfactory condition.

An attempt to get the placing-out of dependent children entirely in the hands of the state was only partially successful. An act was passed which enables the State Board of Charities to employ placing-out agents, throwing the expense of maintaining the placed-out children upon the county or town in which the children have their settlement. As the act requires that no bill for such maintenance shall be paid without the approval of the county commissioner or the overseer of the poor, the law cannot be fully successful, but it is a start in the right direction. Similarly legislation was provided by which juvenile court justices may order children on probation placed out in suitable homes at the expense of the county or town. Here again, however, there is the same sort of a check provided by the necessary approval of the county commissioners or the overseer of the poor.

In consequence of the repeal of the local option law, the state will return to prohibition on May 1, 1918.

ELWIN L. PAGE.

SOME PROGRESS REPORTED IN IOWA

IOWA enacted a substantial amount of social legislation in spite of long partisan quarrels and the scrapping of Governor Harding's entire program. A million dollars was appropriated for raising and equipping Iowa's share of an army and soldiers and sailors were exempted from paying debts during the war. But an appropriation of \$100,000 for encouraging an increased food supply was killed.

State-wide prohibition under a constitutional amendment was ordered submitted to the voters October 15, liquor advertising and importing liquor were prohibited and the discovery of liquor on hotel and restaurant

premises was made evidence of intent to sell. Woman suffrage is to be submitted again to the voters.

The State University at Iowa City has extensive plans for the use of the \$25,000 a year appropriated to it for a child-welfare station. Des Moines was authorized to levy a tax to establish teachers' pensions. The office of registrar of vital statistics was created, with an annual appropriation of \$2,000.

Cities were authorized to establish community center houses with recreation grounds. Cities of the first class may set off restricted residence districts and levy a special tax for bathing beaches, pools, ice rinks and dance pavilions, and they are required to establish comfort stations.

An appropriation of \$150,000 was made for a children's hospital at Iowa City. The state industrial schools were renamed training schools. Control of the School for the Deaf was transferred from the Board of Control to the Board of Education. Permission to use schoolhouses for public meetings was granted. Sixteen was substituted for fourteen as the age up to which mothers' pensions may apply.

REORGANIZATION OF THE MAINE PRISONS

ALTHOUGH the Maine legislature failed to pass several bills proposed by interested social workers, a number of important measures were enacted. One is the removal of the state prison from politics by the creation of a nonpartisan prison board of three members and the transfer of the duties of the Board of Prison Inspectors to it. The commission is to be appointed by the governor with the advice and consent of his council for a six-year term. By making the commission an advisory board of pardons, the former advisory board of paroles was done away with. This is an advance over the old system in that every prisoner will be used fairly. An interesting feature of the bill is the authorization of employment of all able-bodied prisoners, not serving a life term, on the construction and improvement of highways.

A bill providing special aid to mothers with dependent children under fourteen years of age grants a maximum sum of \$10 a month for the first child and a sum not exceeding \$4 a month for each additional child. Administration is in the hands of a state board, created for that purpose and consisting of the members of the State Board of Charities and Corrections. In each town, there is to be a municipal board subordinate and subject to the state board. Both are given discretionary powers.

A State Department of Health, having all the powers and duties for which the State Board of Health has previously been responsible, was created. As health commissioner a trained and experienced physician may be appointed by the governor, whose term of office is to be six years and whose entire time must be devoted strictly to his official duties. The bill provides for the division of the state into three districts, each to be presided over by a district health officer, a trained physician appointed by the commissioner, receiving a salary of \$2,500.

The woman suffrage amendment was passed and goes to the voters on referendum next fall.

Among the bills that failed was one that proposed doing away with town almshouses and farms and having in their places either a district or county almshouse, a proposal based on the fact that in several existing almshouses there is but one inmate. A bill providing a matron for county jails and police stations also failed.

MARGARET H. BROWN.

BOOKS RECEIVED

INDIAN MORAL INSTRUCTIONS AND CASTE PROBLEMS. By A. H. Benton. Longmans, Green & Co. 121 pp. Price, \$1.40; by mail of the SURVEY, \$1.50.

RUSSIA IN 1916. By Stephen Graham. Macmillan Co. 191 pp. Price, \$1.25; by mail of the SURVEY, \$1.33.

WOMAN. By Vance Thompson. E. P. Dutton & Co. 229 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.

BELGIUM AND GERMANY. By Dr. J. H. Labberton. Open Court Pub. Co. 153 pp. Price, \$1; by mail of the SURVEY, \$1.08.

THE DEVELOPMENT OF CHINA. By Kenneth Scott Latourette. Houghton Mifflin Co. 274 pp. Price, \$1.75; by mail of the SURVEY, \$1.89.

THE JAPANESE INVASION. By Jesse Frederick Steiner. A. C. McClurg & Co. 231 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.

LATTER-DAY PROBLEMS. By J. Laurence Laughlin. Chas. Scribner's Sons. 361 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.

THE MENACE OF JAPAN. By Frederick McCormick. Little Brown & Co. 372 pp. Price, \$2; by mail of the SURVEY, \$2.14.

MENTAL CONFLICTS AND MISCONDUCT. By William Healy. Little Brown & Co. 330 pp. Price, \$2.50; by mail of the SURVEY, \$2.64.

MUSIC AND LIFE. By Thomas Whitney Surette. Houghton Mifflin Co. 251 pp. Price, \$1.25; by mail of the SURVEY, \$1.33.

THE PSYCHOLOGY OF SPECIAL ABILITIES AND DISABILITIES. By Augusta F. Bronner. Little Brown & Co. 269 pp. Price, \$1.75; by mail of the SURVEY, \$1.87.

THE WAR AFTER THE WAR. By Isaac F. Marcossion. John Lane Co. 272 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.

AGRI. By Edouard Herriot. Payot & Cie. 471 pp. Price, \$90; by mail of the SURVEY, \$1.06.

ALSACE LORRAINE. By David Starr Jordan. Bobbs Merrill Co. 114 pp. Price, \$1; by mail of the SURVEY, \$1.07.

GLAD OF EARTH. By Clement Wood. Laurence J. Gomme. 143 pp. Price, \$1; by mail of the SURVEY, \$1.08.

THE GROWTH OF MEDICINE FROM THE EARLIEST TIMES TO ABOUT 1800. By Albert H. Buck. Yale University Press. 582 pp. Price, \$5; by mail of the SURVEY, \$5.35.

HUMAN WELFARE WORK IN CHICAGO. By Col. H. C. Carbaugh. A. C. McClurg & Co. 261 pp. Price, \$1.50; by mail of the SURVEY, \$1.64.

IN THE WAR. Memoirs of V. Veresae. Mitchell Kennerley. 381 pp. Price, \$2; by mail of the SURVEY, \$2.14.

AN INTRODUCTION TO THE STUDY OF INTERNATIONAL RELATIONS. By Grant Greenwood, Hughes, Kerr & Urquhart. Macmillan Co. 207 pp. Price, \$75; by mail of the SURVEY, \$81.

LES TRADITIONS POLITIQUES DE LA FRANCE ET LES CONDITIONS DE LA PAIX. By Edouard Driault. Felix Alcan. 254 pp. Price, \$75; by mail of the SURVEY, \$90.

THE MAN IN THE STREET AND RELIGION. By Burtis A. Jenkins. Fleming H. Revell Co. 248 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.

OBSTACLES TO PEACE. By Samuel S. McClure. Houghton Mifflin Co. 487 pp. Price, \$2; by mail of the SURVEY, \$2.16.

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UNFAIR COMPETITION. By W. H. S. Stevens. University of Chicago Press. 265 pp. Price, \$1.50; by mail of the SURVEY, \$1.60.

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MANUAL TRAINING—PLAY PROBLEMS. By Wm. S. Marten. Macmillan Co. 147 pp. Price, \$1.25; by mail of the SURVEY, \$1.39.

PRINCIPLES OF AMERICAN STATE ADMINISTRATION. By John Mabry Mathews. D. Appleton & Co. 534 pp. Price, \$2.50; by mail of the SURVEY, \$2.66.

THE SOCIOLOGY OF RURAL LIFE. Vol. XI. of the publications of the American Sociological Society. University of Chicago Press. 233 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.

THE VITALIZED SCHOOL. By Francis B. Pearson. Macmillan Co. 335 pp. Price, \$1.25; by mail of the SURVEY, \$1.37.

MEDICAL DISEASES OF THE WAR. By Arthur F. Hurst. Longmans Green & Co. 151 pp. Price, \$1.75; by mail of the SURVEY, \$1.85.

POLITICAL OPINION IN MASSACHUSETTS DURING CIVIL WAR AND RECONSTRUCTION. By Edith Ellen Ware. Columbia University, Longmans Green & Co., Agts. 219 pp. Price, \$1.75, paper; by mail of the SURVEY, \$1.85.

THE AMERICAN YEAR BOOK—A RECORD OF EVENTS AND PROGRESS 1916. Edited by Francis G. Wickware. D. Appleton & Co. 862 pp. Price, \$3; by mail of the SURVEY, \$3.24.

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MINE TAXATION IN THE UNITED STATES. By Lewis Emanuel Young. (University of Illinois Studies in the Social Sciences) University of Illinois.

275 pp. Price, \$1.50, paper; by mail of the SURVEY, \$1.64.

STANDARDS OF AMERICAN LEGISLATION. By Ernst Freund. University of Chicago Press. 327 pp. Price, \$1.50; by mail of the SURVEY, \$1.66.

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15 Vermont	364,322	66	5520	39 Georgia	2,875,953	103	27400
16 Illinois	6,193,626	1119	5539	40 Texas	4,472,494	142	30800
17 Wyoming	182,264	32	5623	41 North Carolina	2,418,559	76	32000
18 Delaware	214,270	36	5952	42 Kentucky	2,386,866	69	34592
19 Maine	774,914	129	6007	43 New Mexico	416,966	12	34680
20 Pennsylvania	8,591,029	1417	6071	44 South Carolina	1,634,340	46	35000
21 Iowa	2,224,771	343	6486	45 Louisiana	1,843,042	42	43000
22 Wisconsin	2,513,758	367	6849	46 Alabama	2,348,273	48	48000
23 Washington	1,565,810	198	7908	47 Oklahoma	2,245,968	44	51045
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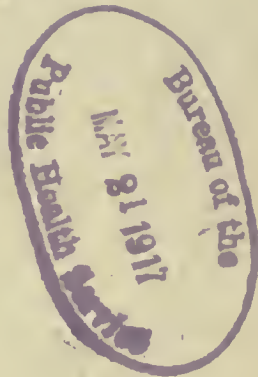
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1917

THE SURVEY



Farm or Fight
Women and War Work
Census-Taking by Schoolboys
Self-Government in English Industry
To Raise Red Cross Millions
Not Guilty at Everett
Civilian Relief

CONTRIBUTED ARTICLES

Women and War Work	MARY CHAMBERLAIN	153
A Farm Census in Five Days	WINTHROP D. LANE	155
The Discovery. An Account of a New Way to Industrial Peace in Great Britain	ARTHUR GLEASON	156
Farm or Fight	ARTHUR P. HERRING, M. D.	159
The Verdict at Everett	ANNA LOUISE STRONG	160
A Red Cross Civilian Relief Plan		162
The Task of Civilian War Relief—V		164
Gifts, a Poem	HORTENSE FLEXNER	165

COMMON WELFARE

The First Men to Go to France		166
Insurance for Sailors on Food Ships		166
Separation Allowances Under Conscription		167
Industrial Peace in Great Britain		168
Russia's Alien Enemies and Refugees		168
Premature Old Age From the Trenches		170
Organized Social Work and the War		170
Settlements for British Soldiers		171
War as a "Time for Thinking"		171
Travelers' Aid on a New Basis		172
Nationalizing the Public Health		172
Dr. Patten's Retirement to be Reconsidered		172
Book Reviews		173
Communications		176
Jottings		180
Calendar of Conferences		184

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Texts for Volunteers

CLASSES in civilian war relief work have been established in a score of cities with the articles on The Task of Civilian War Relief, now running in the SURVEY, and the pamphlet, A Canadian City in Wartime, reprinted from the SURVEY, as required reading. Special rates are made for classes taking the SURVEY, and the Canadian booklet is given free with each new subscription. The SURVEY will be glad to hear of other classes, formed or forming, and to have the names of any individuals who might find its pages useful.

WOMEN have rallied to the colors in such numbers that the Council of National Defense has had to classify and coordinate their wartime service. The Committee on Women in Industry, in particular, has a tremendous task in upholding tottering industrial standards in the trades where women are flocking into men's jobs and in watching the sub-contracting by which government work is given out to states where there is little protection for wage-earners. Page 153.

"DADDY" GEORGE long ago suggested that census-taking was an educational task for children. Now his contention has been proved by the elaborate agricultural census taken by school boys and girls in the rural counties of New York in five days. Page 155.

WORKSHOP councils are being established all over England and they are working. Employes are given a greatly increased control over the conditions under which they work and trade union practices do not seem to be interfered with. Page 156.

MARYLAND'S agricultural militia is being recruited with the practical advice of farmers and canners. Page 159.

RED CROSS relief plans for families of soldiers have been given out in detail. Great sums of money are to be raised by the man who has organized the successful Y. M. C. A. campaigns. Page 162. Congress has before it several proposals for separation allowances for men with dependents, while the War Department is confident that, under selective conscription, married men can be kept out of the ranks. Page 167. And sailors on food ships, who reckon they have one chance in two of coming home again, are to be protected by insurance. Page 166. California social workers insist that allowances to soldiers must be sharply differentiated from charity. Page 170.

STATE and federal public health officers have agreed on a joint working program. Page 172.

EVERETT'S "bloody Sunday," when deputy sheriffs and I. W. W.'s fought until men had been killed on both sides, ended finally last week in a verdict of not guilty. The man who was tried for murder and his companions have all been set free. Something of the testimony and of the methods of these wandering husbandmen on whose labor the western crops depend. Page 160.

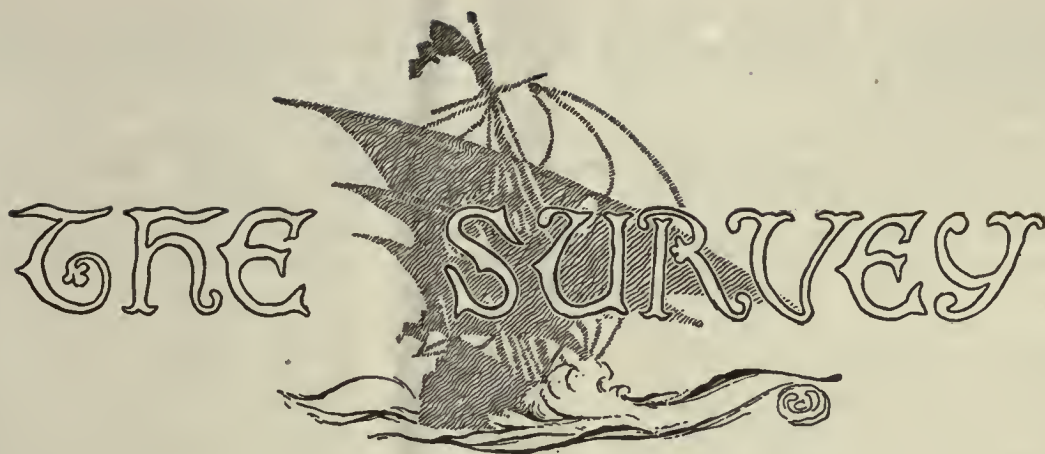
MEN who have built and operated railroads are given preference in the engineer regiments for France. What American trainmen say when they see the fussy little French locomotives should be made a matter of special dispensation by the censor. Page 166.

FIRST to return of the special agents from this country who administered civilian relief in Russia, Mr. Pettit has an interesting story of the interned Germans and of the social progress of a Russian city. Page 168.

PLANS of the official committee for settling discharged English soldiers and sailors on the land have proved something of a disappointment, but private agencies are supplementing the government report. Page 171.

DR. PATTEN'S retirement for age from the University of Pennsylvania is being reconsidered by the trustees. Page 172.

WHAT we may expect in France after the war as set forth in three recent hooks—a timely review with the French commission swinging round the circle with almost the speed of a presidential candidate. Page 173.



Women and War Work

By Mary Chamberlain

OF THE SURVEY STAFF

NATIONAL plans are on foot to protect women workers in the United States during war time from over-strain and over-fatigue, despite efforts of state legislatures to break down labor laws and the ignorance of people who confuse patriotism with lengthened hours of factory work which exhaust vitality and hamper efficiency.

At first glance, the official committees appointed to deal with women's share in war service appear to be wheels within wheels. Functions seem to overlap, plans to be duplicated and directorates to be interlocking. Explanations are needed to point out the lines of distinction between the activities of these committees and to show how, with definite purpose, representatives of one body sit at the councils of another.

First of all, there is the Women's Committee of the Council of National Defense, whose chairman is Anna Howard Shaw. This committee is a sort of central clearing-house which will give advice and information regarding every form of women's service—from weeding gardens to rolling bandages. The five tentative divisions of work are: Registration of women; food production and consumption; storage and distribution of foods; work along industrial lines to prevent legislation injurious to women and children in industry; training for special service, and preservation of the inner resources of national life, by safeguarding the education of children, moral standards and a normal home life. Each state is called a division of the committee and a state chairman has been appointed to take charge of affairs in her territory. Thus Mrs. William Grant Brown, who has been appointed chairman of New York state, has planned already an Exchange for Women War Relief Workers, where the activities of more than 300 women's organizations engaged in patriotic service will be classified and records be kept on file to prevent duplication of effort.

The members of the Women's Committee represent women in all walks of life, women of varied interests and different points of view. The General Federation of Women's Clubs is represented, the National Civic Federation, the International Council of Women, suffragists, anti-suffragists and trade union women.

Through Mrs. Carrie Chapman Catt, a member of the committee, the work of this central national council is brought

in touch with the work of 2,000,000 women in the National American Woman Suffrage Association, who have offered their services to the government in the war emergency. In a letter to the chambers of commerce of 500 cities, Mrs. Catt, president of the national association, has asked for the cooperation of the trade bodies to secure reasonable working hours and equal pay for equal work for the women who take men's places in business offices, factories and other occupations. Vigilance committees of suffragists are to be appointed in every industrial locality to cooperate with the chambers of commerce and to inform themselves as to the working conditions in local plants. A widespread propaganda will be conducted through every available agency to induce women workers themselves, as well as employers, to maintain proper standards in the interests of public health and efficiency. That the National Suffrage Association is determined to carry out this industrial side of their program is indicated by the pressure brought to bear by the suffragists recently on the director of the Bureau of Engraving and the public printer for the reduction of the hours of work of some 500 girls who were employed four to five hours overtime.

Agnes Nestor, of the glove-makers' union, was recently added to the Women's Committee of the Council of National Defense as a representative of the working women of the country. Miss Nestor is the connecting link between the central women's committee and a Committee on Women in Industry organized under the general supervision of the committee on labor whose chairman is Samuel Gompers, a member of the Advisory Commission of the Council of National Defense. Mrs. Borden Harriman is chairman of this committee. Besides Miss Nestor, half the membership of the committee is composed of women trade unionists. The executive committee consists of Mrs. Harriman; Sara A. Conboy, of the textile workers' union; Melinda Scott, of the New York Women's Trade Union League; Marie Obernauer; Grace Abbott, newly appointed director for enforcing the federal child labor law; Mrs. V. Everitt Macy; Mrs. George Vanderbilt, treasurer; and Pauline Goldmark, of the National Consumers' League, secretary.

Upon this Committee on Women in Industry will devolve the actual task of formulating labor standards to be observed in war time and of investigating the readjustments in women's work that are bound to take place. So far, four sub-

committees have been outlined: A committee on location of industry and condition of labor; a committee on general housing conditions for transient workers; a committee on standards; a committee on women doing men's work.

The last named, according to Miss Goldmark, must be alive especially to the danger of lowering men's wages by introducing female labor. A case of this kind has already come to the notice of the committee. An automobile supply company in Chicago replaced men earning \$21 a week with women at wages of \$12 a week. The women are now out on strike.

Equal Pay in England and France

WITH seven of the foremost railroads training women to become car-cleaners, ticket-agents, etc., and factories and business-houses enlarging the scope of women's work, similar disturbances are expected to arise. To deal with the situation, Miss Goldmark advocates studying the experience of England and France. In England an act has provided that women employed at the same processes as men should be paid the same wages. But employers "get around" the law by making some slight change in machinery or operation. In France another system is enforced which also has its flaws, but which apparently prevents lowering standards of pay better than the English guarantees. There the labor cost of each item of production must be maintained whether men or women are engaged in the manufacture.

The following set of resolutions passed at the last meeting of the Committee on Women in Industry summarizes briefly its aims and principles.

RESOLVED, That all organizations and committees willing to give service in upholding standards for women in industry be invited to co-operate with this committee in order to avoid duplication of effort and to make the best possible utilization of the available woman power of the nation.

RESOLVED, That we reiterate the statement of the Labor Committee of the Council of National Defense, that in the interest of health, output and peace in industry there should be no movement to relax existing labor standards, especially in regard to hours of labor and weekly day of rest.

RESOLVED, That we view with alarm the increase of employment of married women with young children, and believe that efforts should be made to stem this movement as far as practicable, especially as regards night work, and that these women should be the last to enter into industry.

Since women in their generous impulse to render service are offering to enter industry, therefore be it,

RESOLVED, That their attention be called to the danger of undercutting existing wage standards and of displacing workers dependent on their own earnings.

The presence of Marie Obernauer on the executive committee of the Committee on Women in Industry connects this body with still another agency established to assist women in war industries. Miss Obernauer is secretary of a Bureau of Registration and Information of the National League for Women's Service, which is working in conjunction with the Department of Labor. Through cooperation with public and private employment offices this bureau expects to distribute the woman labor supply throughout the country wherever it is needed.

But the making of plans to safeguard women in war work is one thing and the carrying out of plans is another. The Committee on Women in Industry may recommend standards of hours and conditions for women workers *ad infinitum*; unless machinery is provided to enforce these standards through the Department of Labor or the Council of National Defense, plans will be scraps of paper.

Not only must federal inspection be applied to factories engaged on government contracts, but the inspection must be extended to include sub-contracting shops. One of the gravest

evils in England at the beginning of the war was the sweating that went on in the homes where army clothing, military brushes, haversacks, etc., were made, sublet by government contractors to sub-contractors and then to home workers. Workers on khaki clothing were receiving only \$3.36 to \$3.60 a week, toiling twelve hours a day and paying for their own thread and silk, although the government issued a notice to contractors, forbidding the letting out of goods to home workers. No inspection accompanied the order, the contracts were far larger than the capacity of most factories and the contractors were greedy for gain.

In New York state, according to the New York City Consumers' League, there has never been so much home work. Flags and khaki uniforms particularly are being finished in the homes. In Philadelphia recently, where a ruling permits pensioners' wives and relatives to take home work from the arsenal, the rule has been so relaxed that several hundred women were allowed to make bed sacks in their homes. Moreover, in addition to increased home work applications, some factories accepting government contracts are sub-letting to other factories in states where there are no child labor laws or laws regulating the work of women. Only rigid federal regulations over sub-contracting can change such practices.

Another reason for urging federal inspection of munitions and war-supplying industries is the ruthless destruction of labor standards in state legislatures. Vermont has abrogated her labor laws for women and children during the war; four bills of a similar nature are pending in the Pennsylvania legislature; Governor Whitman in New York state is ready to sign the Brown-Slater bills passed last week by both houses of the legislature. One of these bills suspends at the discretion of the commissioner of education the compulsory education law for children, between the first day of April and the first day of November of each year, to permit the performance of labor in the cultivation, production and care of food products upon farms and gardens within the state. It is looked upon as a wedge for the reintroduction of child labor in canneries.

The Ineffective Opposition

THE second Brown bill suspends, after due investigation by the State Industrial Commission, any provisions of the labor laws which will "obstruct, hamper or interfere with the successful prosecution of the present war." The Industrial Commission is empowered to make rules and regulations under which employment will be permitted, after approval by the governor. The action of the commission may be suspended or modified by the governor or on the request of the Council of National Defense. The bills were passed over the strenuous opposition of trade unionists, and practically all social and civic organizations in the state. The New York City Consumers' League strove unavailingly to have amendments included providing for public hearings before exemptions were granted, raising the age for exempted workers to 16 and over, limiting the application of the law to particular establishments rather than to whole industries, and fixing a time limit of six months.

Massachusetts, where a fifty-hour bill for women and children is likely to pass, is a shining exception to legislative hysteria in the present crisis.

The tendency in most states seems to be to disregard all foreign experience, and all domestic evidence of the wisdom of the short working day. The conflict between the aims of the national committees dealing with women's work and the action of state authorities can only be solved by the interference of federal regulation and supervision.

A Farm Census in Five Days

Educational Values of a War Time Service for School Children

By *Winthrop D. Lane*

OF THE SURVEY STAFF

SEVERAL years ago William R. George, founder of the George Junior Republic, made what seemed to many persons a very impracticable suggestion. He proposed that the children of the public schools, whose numbers are legion and who extend over nearly every square inch of the United States, be allowed to act as official census takers. Mr. George had in mind the use of such children in rural areas especially. He did not propose that their work should supersede the national census taken every ten years. He thought, however, that they might perform a task of considerable value between such censuses, and that with the aid of teachers they might enumerate not only the population but the quantity and character of crops, the acres under cultivation, live stock, amount of pasturage, and many other facts that the Department of Agriculture and the farmers of the country would be greatly interested to know.

Last month this plan was tried out in New York state. It had previously been tried several times on a smaller scale, with fairly satisfactory results, but this was the first big use made of it. Under impulse of the war situation, the State Food Supply Commission, appointed by Governor Whitman in April, ordered a survey not only of the agricultural resources of the state but also of the farmers' requirements for the immediate future.

The commission used the teachers and school children of the state for this task. The census was ordered on April 17. By April 21, 250,000 census blanks had been printed and delivered to the counties and preliminary arrangements had been completed for taking the enumeration. In forty-one counties having county farm bureaus, the county agent was made official census taker and in fifteen counties not having such bureaus extension specialists of the State College of Agriculture were made census takers.

The use of the school machinery in taking this census is thus described by the commission:

District superintendents instructed the teachers and older pupils under their jurisdiction to suspend school work temporarily and get the census data needed at once. The teacher or the pupils in each district secured the original facts from farmers, and the teachers summarized their districts on the summary sheets furnished by the commission. Superintendents collected the district summaries, delivered them to the official enumerator, and assisted him in tabulating all the school districts of the county. The work of taking the census was actually begun in most of the counties on Monday, April 23, the records being practically all secured by the 25th, tabulations made in the counties on the 26th and 27th, and by the 28th complete tabulations from thirty-four counties had been sent to the central state census office at the College of Agriculture.

Banks, business firms, chambers of commerce, and individuals have greatly assisted in and facilitated the tabulations by loaning clerks and other expert employes, adding machines, etc. The staff of the State College of Agriculture aided by advice in preparing the blanks and in organizing the field work. The state schools of agriculture at Canton, Alfred, Morrisville, Cobleskill, Delhi and Farmingdale, and the Joseph Slocum College of Agriculture at Syracuse University have given much assistance. High school principals and teachers of agriculture throughout the state have furnished equipment and men.

It will thus be seen that the actual filling in of the information blanks, the going to the farmers and gathering the

data wanted, was done by the teachers and pupils. On two specified days tens of thousands of children were scurrying, one or two to each farm house in the state, collecting the desired facts.

As a result, the commission says, "in just ten days after the copy for the census blanks was delivered to the printer, the . . . commission is able to announce . . . summary conclusions from the survey. In addition to the taking of this census in record time, it has probably been secured at less expense to the state than any other ever taken."

Among the information gathered was the fact that New York farmers are greatly increasing the acreage of food crops this year. Labor, says the commission, is the limiting factor. "Many men have left the farm since the world war began. There are only 84 per cent as many hired men as there were last year when there was also a shortage." There appear to be only two hired men for each five farms. Nearly 50,000 additional employes are asked for by farmers in order to carry out the work they have planned. Approximately 8,000 persons will be needed to work in the farm home.

It was learned also that New York farmers have about 10,000 horses for sale. If this number is needed for military purposes, says the commission, the federal government now knows where it can get them. Increases in the price of feeds are so great that fewer heifers are being raised and fewer eggs incubated. If the country is to maintain its supply of milk and eggs, says the commission, the prices of these commodities will have to be raised.

It was learned also that there is a shortage of some seeds, particularly buckwheat and potato, and a bad distribution of others, some districts having more than enough and others not enough. Better distribution can now be effected. There is a proposed increase of 56 per cent in the acreage devoted to corn. Other grain crops show proposed increases of 10 to 20 per cent. In wheat the increase is 11 per cent over last year. Preliminary results show an increase of 40 per cent in the proposed acreage of beans, 40 per cent in vegetable crops and 80 per cent in cabbage. These increases are made possible largely by plowing up hay land, since there is a surplus of hay on hand.

The first experiment with Mr. George's idea was made several years ago at West Dryden, N. Y., where a single school district was covered. The next was in Burlington county, one of the largest counties in New Jersey, where enumerations were taken in both 1915 and 1916. One farmer declared afterwards: "Gosh! The kid got more out of me than the regular census taker ever did!"

Impressed by these experiments, State Commissioner of Agriculture Charles S. Wilson, of New York, conducted a state-wide survey with school children in the fall of 1916, and the success of this trial, it was declared, attracted the attention of other states. The federal Department of Agriculture is said to be considering a use of the plan at the present time.

The Committee on Industrial Relations, of which Frank P.

Walsh is chairman, has undertaken to secure publicity for the New York census of last month and to urge the use of similar methods by other states. While the children were gathering information, says the committee, "they themselves were learning about their state. . . . If other states would follow this plan, the whole nation could know in a fortnight just what its every resource and need were and just where its every need should be filled and its every answering resource drawn on."

It is the educative effect of the census upon the children

themselves, as well as its efficiency in getting information, that has appealed to Mr. George. In his work with boys and girls of all kinds and many ages at the George Junior Republic he has come to regard responsibility as an important element in the training of children. Here is a task, he believes, that imposes for a short time an ideal sort of responsibility upon children. In addition, it brings them in touch with facts from a new point of view and gives them a new interest in the common surroundings of their daily lives.

The Discovery¹

An Account of a New Way to Industrial Peace in Great Britain

By *Arthur Gleason*

THE reconstruction of British industry is being made in many ways. The most important single way is by giving the workers an increased measure of control over the conditions of their working life. Workshop councils of the employes have already been formed in the one hundred national munition factories. They are rapidly being formed in the 4,700 controlled establishments. Martin Hall, of the Ministry of Munitions, who has been instrumental in forming these councils, tells me they are working with a minimum of friction. Before they are set up, the employer dreads them as an interference with his management, and the worker regards them as a "welfare device" to extract higher production without increase of wages. But the council, once established, operates to lessen suspicion and to better conditions. A new constitution is thus being written for labor, a constitution that gives representation in the control of working conditions.

In a Cocoa Factory

WHAT is the workshop council? The head of one of the largest cocoa manufactories in the world has sent me the details of his council, as now in operation in the almond paste department. The cocoa business is not the best field for studying workers' control, because the labor is largely female, because the industry is not nationally organized like the building and engineering trades, and because the experiment is only in its beginning. But with a new application of a principle, we have to take it where we find it and push on with the experiment.

The departments of the factory have well defined sections, so each section has a sub- or sectional council. The number of delegates for each sectional council is fixed on the basis of one delegate for every twelve workers (of whatever age) or part of twelve exceeding six, employed in the section. Sitting with these at the meetings of each sectional council and having equal powers with them, are the manager of the department with the head and sub-overlookers, monitors or chargemen of the particular section. Should these, however (including the manager), exceed in number the workers' delegates, the members of the council representing the administration consist of the manager and head overlookers, together with as many of the sub-overlookers, chargemen and monitors (elected by ballot amongst themselves) as are required to

make up a number equal to that of the workers' delegates. The manager of the department is ex-officio chairman of the sectional councils. He does not have a casting vote. In case of a drawn vote the matter is submitted to the director controlling the department.

In addition, there will be one delegate appointed by each union concerned (for the men's sectional councils from the men's union, and for the women's sectional councils from the women's union), who shall be allowed to speak but shall have no vote. Such delegates shall be deemed to hold a watching brief for the union, but shall be in the employment of the firm and working in the department, and preferably, though not necessarily, in the section.

The departmental council is a distinct body from the sectional councils and consists of one member for every fifty workers (or part of fifty exceeding twenty-five,) with an equal number of the administrative staff, namely, manager, head overlookers, sub-overlookers, monitors and chargemen. Where these exceed the workers, the members representing the administration will consist of the manager and head overlookers, together with as many of the sub-overlookers, chargemen and monitors (elected by ballot amongst themselves), as are required to make up a number equal to that of the workers' delegates.

At the meetings of the departmental councils there will also be one delegate appointed by the union representing the men and one by the union representing the women, who shall be allowed to speak, but shall have no votes. Such delegates shall be deemed to hold a watching brief for the union, but shall be in the employment of the firm and working in the department.

Further, the workers are entitled to have the attendance of a permanent official of their union, not necessarily in the employment of the firm, during the discussion of any matter on which they consider that they should have skilled assistance and advice. Any such official attending a departmental council meeting shall withdraw as soon as the matter is disposed of upon which his or her advice has been required.

Nothing that takes place at a sectional or departmental council shall prejudice the trade union in raising any question in the ordinary way. Questions of general principle such as the working week, wage standards and general wage rules, shall not be within the jurisdiction of the councils.

All male employes over twenty-one years of age and all female employes over sixteen, who have been employed by the firms for six months (whether on the regular staff or not), will be eligible to vote for delegates to both the sectional or

¹ This article, by a former member of the staff of the SURVEY, and later of *Collier's*, comes to us from London, where the author has spent considerable time the past two years in the breathing spells between his periods of service as a Red Cross ambulance man. It will form a chapter in his book, *Inside the British Isles*, to be published on May 25, by the Century Company (\$2.00; by mail of the SURVEY, \$2.15).

departmental councils and to become members of such councils. Delegates will be elected to serve for one year. They will be eligible for re-election so long as they remain in the employment of the company. No deduction will be made from the wages of day-workers for the time occupied as delegates in attending the council meetings, and piece-workers will receive an average wage for the time so occupied.

Based on this constitution, the sectional and departmental councils in the almond paste department work out as follows:

SECTIONAL

There are six sectional councils as under:

- Women (1) Bottoms and centers.
- (2) Pipers and coverers.
- (3) Makers.
- (4) Packers and labellers.
- Men (5) Slab, machine and boiling (4th floor).
- (6) Crystallizing and piping (5th floor), cage and carting (3rd floor).

The number of delegates for each of these councils work out thus:

	No. of delegates
(1) Bottoms and Centers	
Bottoms—Room 1.....	2
Bottoms—Room 2.....	2
Centers—Room 1.....	3
Centers—Room 2.....	1
Total.....	8
(2) Pipers and coverers	
Room 1.....	11
Room 2.....	5
Total.....	16
(3) Makers.....	6
(4) Packers and labellers	
Packers.....	9
Labellers.....	2
Total.....	11
(5) Slab, machine and boiling (4th floor).....	5
(6) Crystallizing and Piping (5th floor).....	6
Cage and carting (3rd floor).....	1
Total.....	7

The number of delegates to the departmental council is shown below:

	No. of delegates
Bottoms and centers	
Bottoms—Rooms 1 and 2.....	1
Centers—Rooms 1 and 2.....	1
Pipers and coverers	
Room 1.....	3
Room 2.....	1
Makers.....	2
Packers and labellers.....	2
Slab, machine and boiling (4th floor).....	1
Crystallizing and piping (5th floor) and cage and carting (3rd floor).....	1
Total.....	12

What are the matters dealt with by these works' councils?

- (1) The criticism of any piece wages not thought to be fair or adequate, and the consideration of suggestions for adjustment.
- (2) The consideration of conditions and hours of work in the department.
- (3) The consideration of departmental organization and production.
- (4) Rules and discipline.

In the Engineering Trades

The engineering trades are perfecting a similar system of workers' control. F. S. Button, of the executive council of the Amalgamated Society of Engineers, has sent me the outline.

SHOP COMMITTEES

The committee comprises representatives from the management and the workpeople in equal numbers. The management choose their own representatives. The workpeople elect by ballot their representatives. Care should be taken that the trade unions shall

be represented. Each side appoints its own chairman and secretary. Each side submits its agenda to the other for discussion at joint meetings which should be held weekly during workshop hours to deal with:

1. Improved methods of manufacture, tools, jigs, gauges, and to make suggestions thereon; also new methods of production;
2. Class of labor to be used on new types or reconstructed machines;
3. Criticism and adjustment in existing piece-work prices;
4. Cooperation with the management in supervision;
5. Shop troubles and grievances;
6. Suspensions and dismissals consequent upon slackness in trade;
7. Shop rules—timekeeping, meal hours, cleaning time, clock allowances, changes in starting time;
8. Suggestions to change the method of remuneration from day work to piece work or a bonus system, or vice versa;
9. The problem of the disabled soldier;
10. Matters relating to welfare;
11. Demarcation between trades with the free sanction of the unions concerned;
12. Advise generally on labor and workshop conditions.

The committee must not interfere with recognized trade union practices nor deal with matters covered by agreements, except with approval of the parties concerned.

Where it is necessary owing to the complex organization of the works to set up more than one shop committee, a

CENTRAL WORKS COUNCIL

shall be formed from the shop committee.

The basis of representation shall in each case be the same. The board of directors shall appoint the chairman for its side, the trade union shall choose a representative workman as chairman for the side of the workpeople. The council shall sit during factory hours to deal with:

1. Reports from shop committees;
2. Refer back unadopted portions of report to shop committee concerned;
3. Decide matters from such reports which affect the factory as a whole as distinct from the shop;
4. Generally to assist the management in matters relating to production and organization;
5. To initiate reforms arising out of new legislation affecting factories and workshops;
6. Assist after the war period in the resumption of existing laws;
7. Consider matters referred to them by the board of directors or the workpeople's side of the workshop committees;
8. To appoint a representative from each side of the council to sit with the board of directors when reports from the council are being considered.

No workshop committee or works council shall have any power to impose any restriction on the employers or workpeople either with regard to lock-outs or strikes, or to institute any system of profit-sharing or co-partnership.

The council must not interfere with recognized trade union practices nor deal with matters covered by agreements except with approval of the parties concerned.

LOCAL JOINT COMMITTEES

The members shall consist of an equal number of employers and workpeople appointed by the employers' associations and by the trade union organizations in the district.

Each side shall appoint a chairman and secretary. At local conferences each chairman shall preside over his own side. Each side shall be entitled to hold a preliminary meeting separately to consider and prepare its agenda and to discuss its policy on questions to be submitted to the local conferences.

The committee shall meet at least fortnightly, and the following matters should be within its competence:

1. References from each side of works council within its area;
2. Codification, unification and amendment of working rules:
 - (a) Holidays.
 - (b) Sunday labor.
 - (c) Overtime.
 - (d) Shift systems.
 - (e) Demarcation between classes of labor.
3. Coordination of local workshop practice;
4. General district matters relating to welfare work;
5. Discuss, by mutual consent and reference, matters covered by existing agreements.
6. Discuss relations between both sides not covered by existing agreements.

In the period succeeding the war the committee should also be encouraged to settle by agreement:

1. Questions arising out of the restoration of trade union conditions including questions of priority, of employment and the restoration of trade union rules and customs;
2. Problems of the employment of disabled soldiers and sailors;
3. Questions relating to demobilization and the discharge and re-employment of emergency workers.

The committee shall take no action that contravenes any agreement between employers and the trade unions, whether such agreement be local or national in character.

CENTRAL CONCILIATION BOARD

Such boards shall be set up in each industry and shall be representative of the central executive of employers and the trade union or unions concerned;

The representation shall be equal in numbers, each side having the right to appoint a chairman and secretary.

Each side shall be entitled to hold a preliminary meeting to consider and discuss its policy on the agenda.

The matters competent for discussion shall be confined to:

1. Appeals from the local joint committees; appeals may be made by each side of the local joint committees. Representatives from the local joint committees shall attend in a consultative capacity, but shall not sit in session or take official part in the proceedings;
2. Discuss relations between employers and workpeople not covered by existing agreements; no new agreements to be arranged without the full concurrence of all parties concerned;
3. Act as a permanent advisory board to the government on all questions affecting the industry, and to be empowered to suggest alterations, modifications and additions to existing laws, or fresh enactments required;
4. Such proposed new legislation or amendments to existing laws to be submitted to the department of state concerned;
5. In the event of such department of state refusing to accept in whole or part such proposals, the central conciliation board should have the right to appeal to the Cabinet and to state its reasons for tabling its proposals;
6. The Cabinet shall not have the absolute right to veto without an appeal and vote in the House of Commons, on the question raised.

BENEFITS RESULTING TO INDUSTRY

1. Harmony in the factory, workshop or mine.
2. Assurance of industrial peace.
3. Would give the worker a real chance to achieve responsibility.
4. Guarantee of continuity of labor.
5. Tend to abolish the spirit of antagonism and distrust.
6. Greater productivity in the workshop.
7. Would provide the missing link in industry—cooperation.
8. Bring about a real community of interest between employers and workpeople, and secure coordination of the whole factory system so far as the workshop is concerned.

The executive committee of the National Union of Railwaymen have drawn up their demand. "At each large shop center there shall be formed a local shops committee. There shall be a central committee for each railway. There shall be established on each railway a conciliation board." The following is an example of the method of constituting the board:

Groups of grades	No. of men	No. of representatives
(a) Engine drivers, firemen, cleaners, electric motormen	7,500	4
(b) Shed men, electric light men, hydraulic men etc.....	1,900	1
(c) Carriage and wagon examiners, washers, etc.	1,200	1
(d) Signalmen, etc.....	3,100	2
(e) Guards, shunters, etc.....	4,300	2
(f) General porters, parcels, staff, etc.....	3,500	2
(g) Goods shed and yard staff.....	4,500	2
(h) Cartage staff	3,700	2
(i) Platelayers	4,600	2
(j) Ballast men, etc.....	2,000	1
(k) Signal and telegraph men, etc.....	500	1

A builders' national industrial parliament has been advocated by the National Associated Building Trades Council, representing the national executives of the principal trade unions in the industry. The constitution calls for works committees, representing management and labor in particular shops, for joint district boards, and for a national parliament, where sit twenty members appointed by the National Federation of Building Trades Employers of Great Britain and Ireland, and twenty members appointed by the National Associated Building Trades Council.

Self-government in Industry

SO ENTER the principle of self-government in industry. This is totally different from compulsory arbitration, though often confused with it. Arbitration deals with matters that have reached the boiling point. A joint board deals with process

and relationship before friction has developed, and thus keeps clear of that region in men's minds where emotion is kindled and where matters of fact are heated into matters of principle. Once a question of fact has become a "matter of principle," it is always difficult and often impossible for arbitration boards to deal with it. This sharp distinction must be realized, because on its recognition hinges the change in the status of the worker. By government and private action he is now being admitted to a place in deciding on the next step, before the next step is taken. Many employers wish a scheme of compulsory arbitration, with penal clauses against striking. The trade unions will not consent, because they do not care for industrial harmony by compulsion. A number of employers will offer co-partnerships and profit-sharing. The trade unions will not consent. Talk of national efficiency and world markets alone will not win the trade unions. To meet their opposition, a measure of control must be granted to them. So joint standing councils of employers and employed have already been formed and will continue to be formed, to secure increased productivity in industry and a better status for labor.

As It Works In Coal Mining

SINCE October of 1915, the Lancashire and Cheshire Coal Association (of employers) and the Lancashire and Cheshire Miners' Federation (of workers) have had an agreement. The coal owners undertake that no general notice to terminate contracts shall be given at any colliery. The miners undertake that no general strike or cessation of work shall take place. Any general dispute is referred to the conciliation board. They have always come to agreement without calling in the independent chairman. Any local dispute is referred to the joint district board, made up of owners' and workers' representatives.

The government accepted the principle of self-government in industry when in the crisis of 1915, Mr. Tennant, representing the government, summoned the labor leaders to organize the forces of labor. The employers and the government were helpless, unless aided by the workers themselves. On that day, February 8, 1915, the principle of democratic control in industry was, to my mind, established in the modern state, never to be receded from. This system of joint committees had indeed long existed in the leading trades, where employers and union leaders met to settle disputes. But the white flag of truce was over the conference, while, outside, the battle raged. But Mr. Tennant by his bold measure raised the joint committee to the level of continuous mediation and consultation. These joint boards will be the method by which the government, the employer and the worker will discuss the break-down during war time of the trade union rules, and the substitute to be given in place of an impossible restoration.

The joint board is part of the machinery for reconstruction. The acceptance of it is an acceptance of the principle of democratic control.

What labor can manage and possesses the right to manage but has not received the permission to manage, are the conditions of its own life—its working life and its leisure life. The installation of new processes, the introduction of new machinery, the injection of new workers—all these alterations of working conditions have been imposed upon the workers as one puts a new harness on a horse, or shifts him from the plow to the tread-mill. The workers have built up their own system of protective devices to meet these impositions of the oligarchy in control of them. They have limited the output by "going gently" with the work. They have limited the number of apprentices. They have practiced sabotage and

called strikes. They had no other weapons. The result of these protective devices has been to lessen the volume of production, to give capital a smaller return on its investment and to cut down wages. The policy has been bad for employer and employe. But the policy has received its death blow in this new constitution of labor which I have outlined. Self-government will not offer grave difficulties in the twelve or fifteen highly organized trades, where organized cooperation is understood. It will come much more slowly in the unskilled occupations.

A partial application of this principle of workers' control has long been made. Thus coal-miners possess the right to have the employers' calculations checked by the men's official. The men, by a decision of the majority of those employed in any pit, have, at the expense of the whole pit, a check-weigher with full power to keep an accurate and independent record of each man's work. He is the representative of the men

at the pit bank to check the weight to be paid for. Another instance is the "chapel" of the compositors, where the "clicker" who hands out copy to compositors, is appointed and frequently paid by the "chapel," the ancient organization of the workmen.

But almost at one stroke, this principle of self-government has been greatly extended. It is all part of the general movement toward the organized state. The employers will form great combines. The workers will continue to develop the strength of trade unions and will exercise that strength in the control of their working conditions. In the next five years, workers' control will be the most discussed item in England's reconstruction. Because it is in line with democratic tendency, the movement will soon spread to our country. It is time that our statesmen, our social experts, our writers and our industrial leaders begin to study it. They will be forced to accept it.

Farm or Fight

By Arthur P. Herring, M. D.

SECRETARY STATE LUNACY COMMISSION OF MARYLAND

THE serious shortage of trained farm labor which the American farmer is facing today has stimulated the members of Governor Harrington's Preparedness and Survey Commission to suggest a practical plan whereby this difficulty may be successfully met. The Farm Labor Committee of the Preparedness Commission of Maryland, of which W. H. Manss is chairman, is organizing a state agricultural army for the purpose of training raw recruits into helpful and efficient farm laborers.

Before deciding to adopt this plan, it was discussed in every detail with practical farmers, cannery men and many others who are familiar with every phase of such an organization. The unanimous opinion was that it is the only practical solution of the problem which has yet been presented. It seems quite essential to have the state take the initiative in this movement in order to demonstrate to the government that it is practical, efficient and economical. The plan is presented at this time through the SURVEY with the idea of giving it wide publicity and with the hope that it may stimulate other states to work along this or similar lines.

I think everyone realizes the importance of this country increasing very materially its food products. Carl Vrooman, assistant secretary of agriculture, has recently stated that it is "the boy in the furrow and not the boy in the trenches who will win this war." The success of the allies depends largely upon the amount of food products which this country can send to Europe, and it is with the idea of increasing to the maximum the agricultural productivity of the soil that this plan is presented:

1. Establish on the various state farms an agricultural training base camp.
2. From this base camp men would go out either singly or in groups to work on adjoining farms.
3. The entire system (Maryland Agricultural Militia) to be under state control and strict military discipline.
4. Each camp to be under the control of an officer and a teacher or senior student from the Maryland Agricultural College, or a

farmer of experience, who will train the inexperienced recruits.

5. The initial cost of organization and equipment to be borne by the state as a war measure. The men to be paid the same salary as though they were serving in the regular army. The farmer to reimburse the state for the service of the men at a fixed wage.

6. The members of these agricultural camps to be recruited from four sources: (a) Men who have been rejected for active military service because of some minor physical disability. This class will be under close medical supervision with the idea of fitting them for active service later. In the meantime they are receiving military training. (b) Men who are beyond the age limit for active service, retired farmers, etc., but who are willing to do their patriotic duty in helping till the soil. (c) Men who will form congenial groups and spend their vacation working on the farms and living for several weeks in camp under military discipline. (d) Boys from 12 to 16 years of age who will work in the trucking sections of the state and in the canneries and doing the lighter work on the farm, spending their vacation or the summer season in tents and receiving military discipline.

7. The members of the agricultural camp to be uniformed (when not working) and wear a special insignia.

8. Place the first agricultural training camp on state farms, because there is: (a) Good water; (b) Medical supervision; (c) Vacant building or tents on hand; (d) Cots, sheets, blankets, etc., on hand; (e) Laundry facilities; (f) Food supplies accessible; (g) Transportation facilities, *i. e.*, motor trucks; (h) Opportunities for recreation, *i. e.*, moving pictures, baseball, dances.

9. Establish at each state hospital a well equipped cannery to can all vegetables required by them and, when that is completed, for the government.

10. This plan has been presented to groups of farmers who say it is practical and will solve their labor problem, if properly managed.

11. The Maryland Agricultural Militia would be established by an act of the General Assembly as a separate unit of the Maryland State Militia.

12. The enlistment would be voluntary, based upon the same regulations as enlistment in the State Militia, that is, they would volunteer to serve for a definite period.

The opinion of those in close touch with the federal government is that it will be a comparatively short time until this or a similar movement is taken over by the government and made national in its scope. In fact, it may become necessary later on to apply the selective draft to obtain farm labor as well as to get men for the fighting forces.

The Verdict at Everett

Acquittal for the Man Tried, Release for the Other I. W. W.'s

By *Anna Louise Strong*

“NOT guilty!” With these words the great labor trial growing out of the battle on the Everett dock last November drew to a close, on May 5. “We are making history,” said the judge in his opening remarks to the jury. They were, indeed. Although driven from public notice by the opening of war, the trial of the seventy-four I. W. W.'s, represented technically in the person of one of their number, Thomas Tracy, is in many respects the greatest labor trial in our history. Tracy has been adjudged not guilty, after nine weeks of trial, and the others have been released without trial.

The main events leading up to the trial were covered in the *SURVEY* of January 27, and the evidence coming in at the trial has shown that statement to have been correct, except for one or two irrelevant details. A boatload of I. W. W.'s went to Everett on November 5, having previously announced a meeting on the streets of that city, and invited by circular the citizens of Everett to “come and help defend your and our constitutional rights.” They were met at the dock by the sheriff and 150 deputies. In the fight that ensued two deputies and five I. W. W.'s are known to have been killed, and there is a strong probability that three or four more I. W. W.'s were lost in the waters of the sound. On the return of the steamer *Verona* to Seattle, the entire load of passengers was arrested, and subsequently seventy-four were held on a charge of murder in the first degree.

The trial moved forward like a great drama, unfolding a background of life little known to the comfortable dwellers in city homes. “They that follow the harvest,” they whom modern conditions of industry have turned into wanderers upon the face of the earth, with no home, no settled abode, no property—yet they upon whose labors rest all the homes and the settled cities and the civilization of western United States—this was the group that came forth into the light of publicity through the trial. The old-time peasant, the “man with the hoe,” bound to one spot of earth, exists no longer; the machines have overthrown him. His place is taken by thousands of men, no longer stationary but passing from state to state, beginning in Kansas and Oklahoma in the spring, traveling north to the Dakotas, then on into Montana, and over into Washington and Oregon for the autumn fruit-picking, dropping finally into the big cities for the winter, to live on the proceeds of their summer work while they search for odd jobs. For a few brief weeks in each community they are the most desired of men; farmers pull them off freight trains as they are on their way, even under contract, to other jobs. But, in a day, with the last hours of harvest, they cease to be desirable. Vagrants now, not needed, they are driven relentlessly from one community to the next. Our civilization has as yet found no way to deal with them; each little town knows only that it no longer wants them.

And among these migratory workers the Industrial Workers of the World has begun its work. A man belonging to the organization has already a sort of standing; freight-train crews through the West usually recognize their union cards as passports. At the end of the season, into whatever town they drift, the workers know that they can find the I. W. W. hall, paid for by their own dues, a meeting-place for fellow-workers,

with a gymnasium perhaps and shower-baths, and at least with a reading-room, an office, a bulletin board with notice of jobs. If they have no money, they can put their blankets on the floor of the hall and sleep there, or leave their few possessions with the secretary while they look for work. No charity, either, but paid for with their own money, the membership dues collected during the season of plenty.

Here is companionship—men who have worked in the open as they have; here is a place to get mail; here is the only element of continuity, the only home, in lives that are otherwise like the waves of the sea. And the I. W. W. preaches to them the gospel which they, of all men, most crave—that they are not wasters, not useless wanderers, but that upon them and their work all modern civilization rests. There is roughness in the doctrine they are taught, there is bitterness, there is revolution, there is hope.

Perhaps the most surprising thing to the general public in the course of the entire trial was the type of witness put on the stand by the I. W. W. defense. Men of intelligence, men with experience in many states and with many varieties of human being. Roughly dressed often, but keen. Varying from the slow-moving logger, whose mind held doggedly through a driving cross-examination to the solid definite facts that he knew, to the impassioned son of a Jewish rabbi, who told how he came from Portland in order to defend free speech, prepared to go to jail if necessary, in order to bring conditions to the attention of the American world.

The “conditions” in Everett were not strikingly different from those in other parts of our country. Its working conditions, its public officials, its methods of passing on to the next town the men without work, may be duplicated in many other places. And a similar chain of circumstances may lead, at any time, to another Everett tragedy, unless the towns and cities of the United States awaken to the situation, and learn to deal with the migratory workers and their desire for organization and self-expression in some less stupid manner than just shoving them along and making them shut up.

Everett was in the midst of labor troubles of its own when the organizer for the industrial workers appeared in its streets on a speaking tour of the state. There was a strike on among the shingle-weavers, and there had been some disorder. There can be no doubt that scores of Everett citizens honestly believed that they owed it to the fair name of their town to drive out the invaders. The first few speakers were arrested and told to keep out. They replied what in fact was the truth, that they were breaking no law, and that they had a right to speak where they had spoken and discuss the subjects they had discussed. They were deported from town without trial, and the fight was on.

New speakers and foot-loose rebels came to Everett to speak; they were thrown into jail and deported. They spoke at a place where, under the city ordinances, they had a right to speak. They never resisted arrest; this is one fact on which the testimony of every witness, for defense and state, is clear. They even provoked the police by their non-resistance and by saying to the crowd of listening citizens: “Stand back, don’t get excited. We’ll show you what brutes you have for officers.” As the prosecuting attorney said in his

plea: "The I. W. W. have learned a very dangerous truth, that when a large number of people dislike a law they can make it ineffective by violating it in such numbers that only a small proportion can be punished. The jails won't hold them; the machinery of justice breaks down."

A meeting of citizens was called at the Commercial Club in Everett. The mayor stated on the stand, "The Commercial Club took my authority and gave it to Sheriff McRae." Hundreds of deputy sheriffs were enrolled; they signed up at the Commercial Club and were given such oath of office as they took by a man at the club. The minutes of the Commercial Club show that meetings of the deputies were called at which the doctrines of the open shop were guardedly presented and were found to be favorably received. Clubs were also bought by the Commercial Club, and guns were kept there.

Obviously the Commercial Club assumed the right to run the city of Everett. And obviously many men thought that this was necessary in order to protect their town. And yet, up to this time, no I. W. W. had violated any ordinance or law, or had resisted arrest or used violence toward any citizen or officer in Everett.

In breaking up the crowds gathered to hear the speakers, the deputies tied white handkerchiefs around their necks "so we wouldn't hammer our own men," as one of them explained on the stand. An emergency ordinance was passed making speaking unlawful at the street corner where the I. W. W.'s had been speaking. After that time no meeting was held at this corner, no speakers were ever allowed to reach it.

Long before speaking on Hewitt and Wetmore became unlawful, the sheriff and his deputies, taking the law into their own hands, had broken up meetings, beaten citizens and I. W. W.'s and even made raids into surrounding towns for the purpose of driving away all incoming migratory workers. Placards were mailed by the I. W. W. organization to harvest fields and lumber camps warning their members to keep out of Everett in order to avoid mistreatment.

The Fight at the Dock

MANY individual claims of severe beatings were denied by the sheriff and his deputies on the stand. They did not, however, deny the fact that they had met the launch Wanderer, coming into Everett with some twenty I. W. W.'s, and had fired at the boatload of men. The captain claims that five or six shots were fired, one striking his iron bunk; the sheriff admits but one shot. That the sheriff struck three men over the head with a club and kicked the captain, inflicting serious injuries, and then threw all the men into jail for nine days, not even allowing the captain to get bail, is not denied except as to the extent of the injuries.

On another occasion, during the breaking up of a street meeting, an Everett citizen was beaten over the head by mistake and taken to jail sobbing and bleeding. The two I. W. W. speakers were taken on the same night. The citizen was released through the side door, and told "not to go out in front or he'd get killed"; the two I. W. W.'s were sent out through the front door to be beaten by a group of armed deputies. All this is admitted except as to the extent of the beating; Roberts claims that he was hit over the head and twice knocked unconscious; the sheriff claims that there was merely some beating around the legs and body. All this took place before the street speaking-ordinance was passed, and was done to men who had violated no law whatever.

On the night of October 30, some forty-one I. W. W.'s coming to Everett to hold a meeting, were met at the dock, taken to Beverly Park, a small interurban station outside

town, and made to run the gauntlet between rows of men who beat them over the head with clubs. The sheriff claimed that the beating was unauthorized and that he was not present, but his two chief deputies swore on the stand that the sheriff was in charge of the whole proceeding and did not leave until it was over. Citizens living near who came over were warned to get away or they would be beaten themselves. A gun was fired at one man who tried to escape into the woods.

"We're All Leaders"

A GROUP of Everett ministers held an indignation meeting and one minister went to the I. W. W. hall in Seattle and advised them to hold a big meeting to inform the citizens of Everett of the facts. The Verona was chartered, a call was sent out to other towns for volunteers, and over 200 members went to Everett on Sunday afternoon. They were met at the dock by the sheriff and his deputies. The conversation that followed is repeated by all in substantially the same words.

"Who's your leader?"

"We're all leaders."

"You can't land here."

"The hell we can't."

A shot rang out, then two, then a fusillade. Each side claims that the other side fired first. Witnesses on both sides admit, however, that the sheriff's hand went to his gun before the shooting began. Dozens of witnesses, Everett citizens who, forbidden to go out on the dock, watched the tragedy from the beach and the hills, state that with the very first shot the men on the boat rushed away from the dock in such numbers that the boat nearly turned over, and several men fell into the water. The inference is that the men on the boat did not expect shooting and that, wherever the first three shots came from, the fusillade did not come from a group of men who were piling up on each other in an effort to get away.

The evidence also tends to show that the boat was raked by fire from several directions, and that men swimming in the water were shot from the dock. High-power rifles and shotguns as well as revolvers, were shown to have been used from the dock. One deputy confessed to shooting at a man who was trying to dodge out of the pilot-house, not because the man was armed, but because "I thought he might untie the boat and we wanted to get them all."

Two trials were going on in the crowded courtroom in Seattle. This was clear to me as I watched. The trial of Thomas Tracy, the first of the I. W. W. prisoners before the court of King county, and the trial of our whole system of dealing with workers, including our arrangement of courts and laws, before the bar of the working-people of America. Over and over again I heard: "If they convict these men, there is no justice in America," by men and women not members of the I. W. W. or of any revolutionary group, but ordinary working people of Seattle. The prisoners were judged not guilty by the jury; but until the conspiracy laws are changed on our statute books, our system of law and justice will remain under suspicion in the minds of all organized workers. For they know clearly that it was not the law which saved Tom Tracy, but the common human sense of the jury, which refused to convict of murder a man who, as far as clear evidence went, may not have fired a shot or even desired the killing of any person. According to our conspiracy laws as they now stand, such a man may still be guilty of murder in the first degree.

So the I. W. W.'s come out of jail, many of them, perhaps all. And these boys, some very attractive, very intelligent

and capable, presumed to be innocent until proved guilty, and now indeed proved innocent, have lost six months of their lives with no redress. One of them was telling me about it.

"There's no exercise, and not much air, and you can't expect very good food, of course, and there's nothing to do but read. There's not enough daylight for that, and lots of us have hurt our eyesight trying to read. There's one boy, 'Happy' we all call him, he wouldn't hurt a flea; he's had a bad cough for some time, we think it's consumption. You see, it can't be called exactly a healthy place for anyone."

This is what we do with human beings. And while doing it, we stir up a situation which breeds discord and hate. Ever-

ett is divided into two hostile camps. I received an anonymous letter which was evidently, by handwriting, paper and style, from a lady of culture and gentle breeding. In her treatment of me she was most courteous. Yet in speaking of the I. W. W.'s she said: "If the militia had only reached the docks in time, we should have been spared the heavy expense of this trial. There would have been no I. W. W.'s left to prosecute." She told me of little boys in school who were called I. W. W.'s and "nearly thrashed to death" by older boys, "a good lesson to the parents who teach them to sympathize with that God-forsaken organization."

And the fruit of war is war and yet more war.

The Red Cross Civilian Relief Plan

Organization of the Chapters and a Great Campaign for Money

COINCIDENT with the creation last week by President Wilson of a Red Cross War Council to carry on the extraordinary relief work made necessary by the entrance of the United States into the European war, the Department of Civilian Relief of the American Red Cross announced the policies and methods that will govern its giving of relief to dependent families of soldiers and sailors. These policies assume an added interest to SURVEY readers because of the opportunity afforded by Mr. Kellogg's recent articles to compare Canadian policies with those now announced for this country.

Henry P. Davison, of J. P. Morgan & Co., is chairman of the Red Cross War Council. This is taken to mean that the financial and business machinery of the Morgan firm will be placed at the disposal of the council to assist in the collection and disbursement of money. Mr. Davison has announced that he will establish headquarters in Washington and give practically all of his time to his new task.

The War Council is the outgrowth of the meeting of prominent business men from all over the country called by President Wilson on April 21 last to lay plans for a Red Cross fund-raising campaign. At that meeting a War Finance Committee of a score or so of members was created, with Cleveland H. Dodge as chairman. This and the War Council now exist side by side, the function of the committee being, as one official put it, to raise money and that of the council to spend it or to assume the responsibility for its expenditure to the country at large. Mr. Davison is also vice-president of the finance committee.

Meanwhile, Charles S. Ward, for years secretary of the International Committee of the Y. M. C. A., has been engaged as secretary of the War Finance Committee. It was he who organized the campaign by which \$4,000,000 was raised for the New York city Y. M. C. A. three years ago, and altogether he has conducted some 200 campaigns that have raised \$60,000,000. The precise money-raising methods to be pursued by the Red Cross will be announced shortly.

The finance committee will undertake to raise money both for relieving the dependent families of our own soldiers and sailors and probably for extending relief to residents of parts of France from which the Germans have recently been driven. It was the second of these purposes that Mr. Davison emphasized in discussing the work of the council. The situation in evacuated French territory is described as terrible. Houses, agricultural implements, fruit trees, and even the

tillable earth are said to have been destroyed by explosives and fire; the people lack even knives, forks and plates. It is understood to be the intention of the Red Cross to aid in rebuilding houses, supplying agricultural implements and seeds, and generally to bear a share in rehabilitating the destitute.

In discussing the aims of the council Mr. Davison is quoted by the *New York Times*:

All our efforts, of course, will be predicated upon the help we receive from the people of the United States. If we can get the story to them we will get all the money we need, and we will require not thousands, but millions, of dollars to do what we have set out to do. I am a great believer in the American people, and am confident they will respond liberally when they appreciate the full gravity of the situation.

Concentration of effort will be our goal, and, while it is not intended to discourage the work of other bodies, we believe that better results will be obtained if all charitable organizations will coordinate their work with that of the Red Cross.

What is most desired by members of the War Council is constructive relief. This will not only alleviate suffering, but it will be an important step toward winning the war, because every one will appreciate that every person restored to normal activity is just so much gained in the struggle in which we are all now engaged.

Since coming to Washington I have been impressed by the fact that the officials here are thoroughly awake to the needs of the hour. I doubt if 2 per cent of the people of the country, however, fully realize the gigantic task before us. This realization will ultimately be brought home to them, however, and when it is America will rise as one man, eager and willing to do its part.

A commission will be sent to France, said Mr. Davison, to bring back word as to what this country can do.

With Mr. Davison on the War Council are William H. Taft, Edward N. Hurley, of Chicago, former Chairman of the Federal Trade Commission; Cornelius N. Bliss, Jr., Charles D. Norton, Grayson M. P. Murphy, of New York; and Eliot Wadsworth, of Boston. Mr. Taft and Mr. Wadsworth are respectively chairman and vice-chairman of the executive committee of the American Red Cross, thus making direct correlation between the war council and the executive committee.

The policies and methods governing relief to the dependent families of soldiers and sailors are announced by the Department of Civilian Relief of the Red Cross, of which Ernest P. Bicknell is director, in two pamphlets sent to chapters throughout the country. As the SURVEY has already told, the immediate direction of this work will be in the hands of the director of family relief, a new position to which Eugene T. Lies, of Chicago, has been called. The country is to be divided into geographical districts with a supervising director in charge of each. This director is responsible to the director of family

relief and is to supervise the work of Red Cross chapters in his district. In places having no chapters, single Red Cross civilian relief committees are being formed to do the work.

These chapters and committees are to be the units of activity. They will be able to spend, in addition to money raised locally, portions of the national fund to be raised by the Red Cross. This fund will aid in equalizing the work throughout the country.

It is expected that many families will receive a part of the pay of their enlisted members, which will be assigned to them, and also direct grants from the government, if such grants are authorized. The Red Cross is proceeding on the assumption that they will be, though it points out that this had not been officially determined when its statement of policies went to press.¹ Army and navy officers, it declares, are expected to encourage men to assign portions of their pay to their dependents.

The two great objectives in the relief work, says the statement issued to chapters,

are the satisfaction of creature needs, such as sustenance, shelter, clothing, etc., and the maintenance of social well-being. With the breadwinner gone, regular income must come from outside sources, unless the family has independent resources. The Red Cross aims to do its part to provide such support wherever necessary, and to do it with due regard for the family's sensibilities. Properly also due regard should be given to conservation of the resources of the organization.

On the other hand, it should ever be kept in mind that the family well-being is affected by other things than food, shelter and raiment. Health, housing and moral conditions need consideration. To allow these to be adversely affected and the family's standard of living to be pulled down would be most unfortunate. . . .

Naturally material aid should be rendered only to those families who are in need—whose income, from all sources whatever, is insufficient to maintain them in a proper standard of living, and whose main or sole support has enlisted as a soldier or sailor of the United States.

The immediate work of relief for such families will be in charge of the chapter's committee of civilian relief. Within this committee should be created, says the statement, a consultation or case committee, composed of a small group of persons experienced in social work, who "shall consider the information collected in regard to each applicant and will pass upon and decide the character and amount of relief to be granted in each case." Under the committee on distribution also may be organized, if needed, subcommittees on employment, friendly visiting, legal aid, and medical care.

A strong subcommittee on rehabilitation is also suggested, to which may be referred the needs of the families of men killed, and of discharged men who are unable to resume the support of their families. The statement assumes that the government will in due time pension such families, but meanwhile it declares that the Red Cross will probably find it necessary to provide interim help. Such help may take the form of convalescent care, providing special surgical appliances or artificial limbs or teaching trades suitable to the man's disabilities. So much for the organization. The procedure to be followed in determining whether a given family shall receive relief, and if so to what amount, is substantially this: A blank form is provided to contain the man's statement of his possible dependents. This is to be distributed at recruiting stations, camps and armories, and is to be signed by an officer of the army at the time of the man's enlistment. Another blank will be filled out by the dependent applying for relief, giving the relationship to the soldier, the present income from the man's pay, from federal aid and from other sources, and other facts. This is to be signed by a judge, minister, priest, public official or other well-known citizen. A more elaborate sheet is then provided to be filled in by a visitor to the applicant's home. This contains queries designed to bring forth information necessary for a proper decision.

¹ See Separation Allowances Under Conscription, page 167.

The fourth blank in this process is to be used by chapters in reporting periodically to national headquarters a list of applicants for relief. This list will be submitted to the appropriate government department, which will enter against the name of each dependent family the amount of federal aid granted that family and the amount of the soldier's or sailor's pay assigned to it. Thus the Red Cross chapter can check up the applicant's own statements on these matters and can use this information in dealing intelligently with families. Incidentally, these lists will enable the national office to keep a complete record of all applicants.

Under the heading "necessary information," to be gained largely by the visitor to the home, the statement thus summarizes the facts to be learned about each family:

Before allotment of funds, the validity of the applicant's claim must be ascertained. Positive proof of a soldier's enlistment must be given. In the case of a wife, her marriage should be established by satisfactory proof. The ages of children should be verified.

Inquiry into the circumstances of the family should be made with a view of ascertaining whether there are any actual sources of income other than the pay and allowances received from the federal government, whether there exist any resources from which additional legitimate income can be derived, and whether the family requires supplementary assistance from the Red Cross. In the case of a mother or other relative, proof of dependence should be required.

When it is decided that the applicant has legitimate claim upon the relief funds of the Red Cross, an allotment should be made of an amount equal to the difference between the income from all sources and the amount which the chapter's committee feels necessary for proper maintenance.

The following schedule of amounts is suggested as indicating the probable total monthly needs of families of different sizes and of individuals:

Wife	\$30
Wife and one child	40
Wife and two children	45
Wife and three children	48
Wife and four children	51
Wife and five children	54
Wife and six children	57
Wife and seven children	60
Widowed mother, if entirely dependent	30
Both parents, if old and entirely dependent	40

From these amounts should be deducted, says the statement, the sums received from the government, from the pay of the enlisted man and from all other sources. The Red Cross should provide the balance. The above amounts are not to be regarded as fixed. They will vary in different parts of the country as both the standard and cost of living vary, and the revision upward or downward should be left to the judgment of the local committee.

Allowances from the Red Cross fund are to be payable from the date of application. Should a soldier's dependent neglect to apply, however, for a considerable period after enlistment, the allowance may be made retroactive for one month.

Other principles affecting the distribution of relief are these: If a family or individual is not wholly dependent upon a soldier, the allotment should be calculated upon his proportionate share in the support. If, again, the federal aid or assigned pay, or both, equal or exceed the amount previously contributed by a soldier or sailor to the support of his dependents, the latter should have no claim on the Red Cross funds, except possibly for emergency needs, such as illness, accidents, funerals, etc. Widowers' children should be considered only when actually dependent. Allowances should be delivered to the beneficiary at regular intervals—say, monthly—and when practicable delivery should be made by a visitor who will maintain neighborly and helpful relations with the family.

Chapters are urged to "discourage demoralizing idleness" on the part of members of the family who ought to be at work, and it is suggested that "it may be the wisest thing to encourage even a young childless wife, if she is physically sound, to seek suitable employment." The obtaining of

positions is suggested as a desirable function of chapters.

Declaring that it is the duty of chapters to assume the task of family relief "cheerfully and diligently, not as a burden but as a privilege," the statement continues:

If, however, there exists an efficient local organization which wishes to assume this responsibility, the chapter should avoid any competitive action, but on the contrary should establish a definite cooperative relationship with that organization, whereby the latter may carry on the work in close connection with the chapter and, if practicable, as a part of the chapter itself.

The Task of Civilian War Relief¹

V

THE fact that a family is the family of a soldier or a sailor must not be permitted to prevent that family, if it should be in need, from securing the best care that the nation can provide. Yet there is a danger that these families may suffer from just this handicap. The very desire to give liberally to the support of all who are made dependent by the calling of men to military service may result in superficial and inadequate assistance for those who should have the most effective and thorough help that the country can supply.

Because the family in need is the family of a soldier, the civilian relief worker will be tempted to give aid without trying to reach an understanding of the situation in the home. The problem will appear to be a simple one. Obviously—the civilian relief worker may think—the trouble is that the man of the household is at the front. A casual and off-hand acquaintance with the family will, therefore, appear to be all that is necessary, particularly if the family seems to be self-respecting and hard-working.

This, for instance, is precisely the temptation that has come to social workers in dealing with families in whose distress tuberculosis has been a factor. Superficially the inability of the man to work is so plainly the reason why the household needs assistance that too frequently an allowance is the only kind of help supplied; yet experience has shown that again and again families thus inadequately cared for have become hopelessly disorganized and totally unfit for self-support.

This danger is even more likely to occur in households which fall into distress during such a period of widespread unemployment as the country underwent in 1907 to 1909 or more recently in the winter of 1914. Indeed, a period of widespread unemployment resembles a period of widespread enlistment in so many ways that the civilian relief worker can profit greatly by the lessons learned in the helping of families of the unemployed.

The family of an unemployed man, like the family of a soldier, is brought to distress by something largely beyond its control. In a time of unemployment, as in a time of enlistment, households which ordinarily would not have been obliged to seek help outside their home circles are compelled to accept assistance from strangers. In both instances there are so many families in need of care that at times the facilities for giving aid other than financial assistance may be strained. In both instances the public desires to help these people as

The statement hazards no guess as to the number of dependent families that may need relief. This will, of course, hang largely on the number of married men that are allowed to enter service. As is pointed out elsewhere in this issue [see page 167] the government seems to be planning to prevent both the voluntary enlistment and the drafting of men with dependents. If this be carried out, not only will Red Cross relief be reduced to a minimum but the payment of separation allowances will be almost entirely avoided.

liberally and as sympathetically as possible, and in both instances there is the possibility that in trying to do so it will really act without consideration and without practicing the genuine sympathy which it feels.

A few days before the close of the year 1907, when men were being thrown out of work every day, there applied for assistance to a certain bureau a woman, the mother of six children, whose husband was convalescing from an attack of lead poisoning. The man was strong enough to do light work—he was filling odd jobs at the time—and both he and his doctors thought that he was now able to undertake regular employment.

The woman had been helping to support the family by sewing and by keeping lodgers, but a hernia, together with the care of the youngest child, a baby, made it difficult for her to continue adding to the income of the household.

The family had at one time lived in South America and the man had letters of recommendation which told of his good record as an employe of a street railway there. His other work references were satisfactory.

Three of the children were in school. They stood well in their classes. Indeed, everything that the visitor learned seemed to testify to the capacity of the members of the family and their eagerness to become independent as soon as possible.

There was, to be sure, a complaint by a broker that the woman had not dealt fairly with him in a real estate transaction, but her explanation seemed to place the burden of proof decidedly upon the real estate dealer. A priest mentioned that he had heard a rumor that the man had had a wife living and the woman a husband at the time they were married to each other. The visitor, however, did not attempt to pursue this rumor further.

Because it was extremely difficult to obtain employment and because the situation in the household seemed to justify it, the bureau decided to pay an allowance to the family. This was done for six months, after which the man obtained work. In addition, an operation for hernia was performed upon the woman.

Superficially this home was one which with help of the kind given might have been expected to become self-supporting. Two years later, however, the family was completely disorganized. The mother was broken in spirit. From the resourceful woman who for two years before the bureau had known her had struggled to support and manage the household, she had become an indifferent, careless person, uninterested in keeping a clean or an attractive home and without any regard for the welfare of her children. A serious weakness which might have been corrected by an operation was impairing her health, but she refused to place herself under the

¹The fifth of a series of articles based upon a course of lectures upon civilian relief now being delivered in New York with the sanction of the American Red Cross, by Porter R. Lee, of the staff of the New York School of Philanthropy. The articles are being written by Karl de Schweinitz, of the New York Charity Organization Society.

care of a surgeon. Likewise she would not permit her oldest daughter to be operated upon for a complication which was undermining the girl's vitality.

The man was without employment. In the last eight months he had had six different jobs. He had either been discharged for doing unsatisfactory work or for no good reason he had left of his own accord. He had been arrested once for stealing, but he had been acquitted through a technicality, although his brother, when tried for the same offense, had been convicted.

The oldest boy had entered the messenger service, a dead-end job, which in that city had none of the safeguards enforced by progressive states.

Both parents had been brought into court for failing to send their children to school, and although work was plentiful now, the family had twice been evicted for not paying its rent.

Because all these things happened, it does not necessarily follow that if the bureau had been better acquainted with the family and had acted accordingly nothing of this sort would have occurred. In the lives of human beings with their infinite variety of character and circumstance, cause and effect do not follow each other so plainly.

It must be remembered, moreover, that when the family applied for assistance the bureau was receiving scores of calls for help from households in which able-bodied men were out of work. It was not easy to find employment for these men. The bureau was able, perhaps, to secure six or seven jobs a week.

Nevertheless, it might have taken certain precautions for the welfare of the family. It might have cleared up beyond all doubt the rumors about the unfortunate early marriages of the man and his wife. A knowledge of the facts might have shown whether or not the man had enough moral fiber to withstand the undermining influences of a long time of unemployment. Furthermore, he had been unable to work for two years, and any man who is forced by sickness to go through a period of idleness is likely to be less fit morally and psychologically for steady industrial routine than a man who is in the habit of working. Those in particular who have had to do with tuberculosis patients have found this to be true.

If the bureau had had reason to believe that the family would be demoralized by being without work it might have

given employment to this man rather than to some other person who might not so quickly have shown the effect of idleness. Moreover, it is possible, as illustrated in the unemployment period of 1914, to manufacture work for men in such a way that it seems to them to be real employment.

The bureau knew that the mother, largely by her own efforts, had been supporting the home for two years and that in this time the family had undergone privations. Would it not have been reasonable to suppose that the health of the mother needed special attention? Again, if the family had upon investigation been found to be lacking in stability, would it not have been a justifiable precaution to have introduced to it a friendly visitor, that is, someone who would have used the power of personal influence through friendship to prevent demoralization? Vocational guidance might have directed the oldest boy into some occupation other than that of messenger service.

Had these various things been done, the family would have had a better chance of becoming self-supporting. If it had been impossible to accomplish anything for this household, the bureau would have been right in not trying to become better acquainted with it. But there were definite things that could have been done.

The civilian relief worker will doubtless not have to deal with a situation of precisely this kind. She will, however, find that her problem is similar in two respects to the problem of the social worker who deals with families during a period of unemployment. Both problems are complicated by abnormal living conditions. With unemployment, it is lack of work; with war, it is high prices. If during unemployment there is a general feeling of depression, there exists during war a state of extreme tension. Then, also, as indicated at the beginning of this article, the family that is in need because of the enlistment of the man, just as the family in which there is unemployment, appears to involve no difficulty other than the one by which obviously it is handicapped.

The civilian relief worker may indeed with profit study the experience of social workers in helping families during unemployment. The lesson that she will learn is that the way to insure to needy families of soldiers and sailors the kind of care they should have is not to deal with them superficially, but to treat them upon the basis of as complete a knowledge and understanding of their problems, their strengths, and their weaknesses, as it is possible to obtain.

GIFTS

By Hortense Flexner

SHE tilts her face and smiles and asks
Some quaint gift for her play,
The friendly little girl next door,
Who thinks I have a magic store
Of lovely things—balloons and more—
Wonder for every day.

And I am just a bit amused
At her calm, trusting air;
I, who have somehow grown to be
Older so many years than three,
Still asking all expectantly
For beauty—everywhere!

COMMON WELFARE



THE FIRST MEN TO GO TO FRANCE

"THE best recommendation a man can have is a pair of dirty hands. We know he's been at work," said Captain Hogan, in charge of the New York headquarters for enlisting men in the engineer regiments which are to sail for France in sixty days.

They have turned down a lot of college professors, brokers' assistants and even the man who came the other day in his own limousine driven by his own chauffeur, and wearing white spats, who wanted to enlist as a private at twenty-five dollars a month. But the ironworker who showed his last week's pay check of \$57.60 and who wanted to go on Uncle Sam's payroll, was gladly accepted.

The men are wanted to build, maintain and operate railroad lines behind the battle lines. Engineers and trainmen are needed, but the men most sought after are for construction work, particularly those who have been engaged in railroad construction camps and in subway building.

These engineer regiments, which at the moment are having perhaps the liveliest recruiting that is going on in the country, are each to consist of 1,060 enlisted men, 160 non-commissioned officers and 37 commissioned officers. In four days of recruiting for the New York regiment, 1,500 men have offered themselves and 361 have been accepted. Pittsburgh has a better record with 600 men in the first four days. With the exception of the colonels, the regimental officers will be volunteer civilian engineers drawn from the engineers' reserve corps.

An exceptionally fine-looking lot of young men were drawn up for physical examination at the New York headquarters last Monday. Not many of them were railroad men, but they were machinists, automobile repair-men and engineers' assistants. Some of them were regularly employed at \$20 to \$25 a week, but the drop to \$25 a month did not seem to worry them a bit. It was the spirit of adventure that called one young

machinist in the line, who may have spoken for many of his fellows.

"I go to work on Monday, work all the week, get my pay, spend it Saturday and Sunday and start another week on Monday," he said. "It's the same old thing all the time. Now this business of crossing the ocean and going to France is about the biggest thing that ever happened to me. I reckon I'm going to see a lot I never saw before."

Nearly all the men were within the army conscription ages of 21 and 30, which the men obviously took into account. "Better go now of your own accord than have to go later," and "Got to go sometime—they'll take us anyway when they want us," seemed to represent the feeling of the majority. One fine, upstanding fellow, however, turned out to be there from quite another motive. He was a regular, who had come over from Governor's Island to offer himself for this new service. "I understand this crowd is going to get to France first," he explained, "and I'm going to get into it if I can."

INSURANCE FOR SAILORS ON FOOD SHIPS

WHEN an American sailor or fireman departs from port, in this springtime of 1917, aboard an American merchant vessel bound for Great Britain or France, he estimates his chance of a safe return at about one in two. Submarine attacks have become so frequent and so successful, and the difficulties of escape from a torpedoed vessel are found to be so extreme, that the ordinary member of the crew feels himself enlisting for service as dangerous as that in the trenches when he signs for a voyage aboard a food-carrying ship.

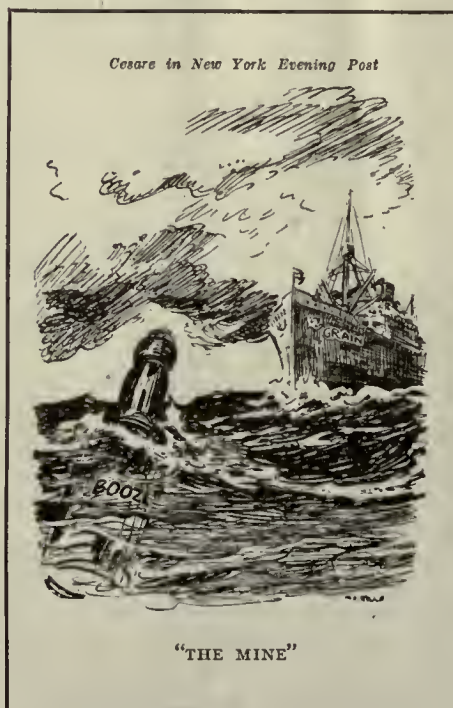
Under these circumstances the Senate Committee on Finance has reported the Simmons bill (S. 2133) amending the war risk insurance act, which, among other amendments, proposes a plan of accident and death compensation for officers and crews, to be carried as insurance at the expense of the owners of the vessels. Insurance may be taken out either in private companies or in the Bureau of War Risk Insurance. But it must provide as follows:

(a) In case of death, permanent disability which prevents the person injured from performing any and every kind of duty pertaining to his occupation, or the loss of both hands, both arms, both feet, both legs, or both eyes, for the payment of an amount equivalent to one year's earnings, or to twelve times the monthly earnings of the insured, as fixed in the articles for the voyage (hereinafter referred to as the principal sum), but in no case shall such amount be more than \$5,000 or less than \$1,500;

(b) In case of any of the following losses, for the payment of the percentage of the principal sum indicated in the following tables: One hand, fifty per centum; one arm, sixty-five per centum; one foot, fifty per centum; one leg, sixty-five per centum; one eye, forty-five per centum; total destruction of hearing fifty per centum; and

(c) In case of detention by an enemy of the United States, following capture, for the payment during the continuance of such detention of compensation at the same rate as the earnings of the insured immediately preceding such detention, to be determined in substantially the same manner as provided in subdivision (a) of this section.

Great anxiety is expressed as to the effectiveness, quite aside from the justice, of this valuation of \$1,500 upon the life



Cesare in New York Evening Post

"THE MINE"

of a common seaman or fireman in computing the insurance. It is pointed out that \$1,500 represents about one and one-half years' pay and allowances for a sailor, under present conditions, and that under the compensation laws of several states the life of any workman would be estimated to be worth to his family at least four years' earnings.

Andrew Furuseth, president of the International Seamen's Union, states that he has grave doubts of the ability of the government to attract men to the sea, at this critical time, when it offers so slight a guaranty for the future of the families of those who die.

SEPARATION ALLOWANCES UNDER CONSCRIPTION

PAYMENT of separation allowances to wives, children or other dependents of soldiers is to be avoided, according to the plans now made for the American army, by the expedient of exemption. Under the law, no man having dependents will be taken. The President is authorized to reject volunteers who have dependents, and the men drafted will be those free of obligation to support any person. Such is the policy adopted after three bills providing separation allowances had been introduced in Congress, and after one such measure had been favorably reported as part of an omnibus military bill, by the Senate Committee on Military Affairs.

That this plan of exemption is feasible is vouched for by the War Department. It estimates that about 50 per cent of the 7,000,000 men in the United States between the ages of 19 and 25 years are without exemption, including dependents of any kind. Since the ages for draft have been changed to 21 and 30 years, by the agreement of the House and Senate conference committee, Census Bureau experts estimate that the number of men within the conscription ages has been increased to 10,027,000, but that the percentage of this number free of dependents is much reduced. Assuming that it is 30 per cent, the United States has 3,000,000 men of the age for conscription who will bring no claim of separation allowance for their families to the treasury.

Before this policy was adopted, the Senate committee agreed upon this plan for possible separation allowance (Sec. 11, S. 1786, reported April 17):

In time of war the wife, or, if there be no wife, the children, or, if there be no children, a dependent relative of an enlisted man, designated by him as his beneficiary under this section, shall be paid a monthly separation allowance of \$15, which shall be the total amount, other than pensions or death gratuities, payable under this section to the dependents of any one enlisted man. This monthly separation allowance shall commence with the date of declaration or recognition of a state of war in case of all enlisted men in the service of the United States on that date, and for all other enlisted men on the date that they assume a

PATRIOTISM!



"TO many an organization the war comes at a critical time, for it is in the spring of the year that annual budgets aggregating millions of dollars are raised that the work to realize American ideals of right living may go on. . . . There is no conscription of resources in wealth and labor for social service, except the conscription which conscience imposes and the compulsion of the desire to assure those who are sent afield that all is well at home. . . . 'Business as usual' would be a sordid slogan indeed for a nation taking up arms in the spirit of America if the phrase were not broadened to include the business of holding to the forward look in the body politic. After long and patient consideration the United States has shouldered the cost of war that heretofore there shall be no under dog among the peoples of Europe; it will be for this reason all the more jealous of its institutions which make for democracy at home."

Poster heading and extract from an appeal of the Howard Orphanage and Industrial School for Colored Children on Long Island, of which L. Hollingsworth Wood, New York city, is president

status in the active military service of the United States which entitles them to federal pay, and shall cease on the date of issuance of a proclamation of the President declaring the state of war terminated. The separation allowance herein provided for shall not accrue after the date of receipt of a report of the discharge, desertion, or death of the enlisted man on whose account the allowance is authorized.

The payments authorized by this section shall be paid from funds appropriated for the pay of the army, under such regulations as may be prescribed by the secretary of war, and the action of the secretary of war in all cases provided for in this section shall be final, and no right to prosecute a claim or suit in the Court of Claims, or in any other court of the United States, or before the accounting officers of the treasury, against the government of the United States shall accrue to such enlisted men, or any member of the family of such enlisted men, or heirs thereof, by virtue of this section.

This clause follows one providing for the voluntary allotment of pay by a soldier to his family, and another repealing the existing law granting a death gratuity of six months' pay for the beneficiaries of officers and enlisted men in the army, and of one year's pay in the case of officers and men who die as the result of aviation accidents.

Although this bill is on the Senate calendar, its early passage is not anticipated by the committee.

Senator Freylinghuysen, of New Jersey, has introduced a bill proposing a wholly different plan of allowance. It calls for the payment by the federal government to the governor of each state,

monthly, of a sum equal to one-twelfth of the aggregate monthly pay proper of all officers and men of the National Guard called or drafted into the service, from such state and payable under federal law. The governors are to disburse this fund, under uniform regulations to be prescribed by the secretary of war, for the maintenance of the dependents of officers and soldiers. No one dependent person is to receive more than \$25 a month, and the aggregate payment to dependents of any one officer or soldier is not to exceed \$50 a month. Fixed income of such dependents, presently available, shall be deducted from the amount so allowed. Dependents are to include only wife, children, father, mother and minors under the age of 16 years, members of the family of the officer or soldier.

A bill offered in the House by Representative Thomas F. Smith of New York proposes a flat rate of \$15 a month as allowance to the wife, and \$7.50 a month for each child, not exceeding two, under the age of 14 years. He proposes that this monthly allowance shall commence at the date of passage of the act, or at the date of beginning of active service by men enlisted after that date, and shall terminate with the war. It carries, however, this limitation: "The allowance herein provided for shall not accrue after the date of receipt of a report of the discharge, desertion or death of the enlisted man on whose account the

allowance is authorized." Such allowances are to be paid from funds appropriated for the pay of the military and naval forces, under regulations to be prescribed by the secretaries of war and the navy.

The first army to be raised by draft will total 500,000 men. The second will be of equal size. If the war should last long enough and shipping be available to transport the first million abroad, another million men may be enlisted. Yet the War Department is persuaded that even so it will not have come near the necessity of drafting men for whose families a separation allowance scheme will have to be considered. Until it shall be persuaded otherwise, Congress will not be asked to take up the whole problem of family maintenance as has been done in Europe.

On the other hand, the Labor Advisory Committee of the Council of National Defense, meeting this week in Washington, may seriously consider the problem from the standpoint of the men of the industrial army which the exigencies of war may separate from their homes. England has had to deal with this variety of separation allowance. It may prove the beginning of the question here.

INDUSTRIAL PEACE IN GREAT BRITAIN

FOLLOWING a number of informal conferences and the private circulation, last summer, of a report by the Garton Foundation which was widely commented upon, the British prime minister, Lloyd George, has appointed a Central Reconstruction Committee to plan for the reconstruction of social and industrial life after the war. One of the principal functions of this committee will be that of translating into action the evident desire throughout the country that when the war is ended the unity of the nation in its present patriotic endeavor shall not be disturbed by preventable industrial strife.

Already there are signs that new forms of organization will spring into life which will go far to uproot suspicion between employers and employed and substitute for it frank and good-willed discussion of differences on matters in which the interests of capital and labor do not coincide. Neville Chamberlain, the director-general of national service, a member of the family which has done so much to improve industrial and social conditions in Birmingham, has taken the lead in the formation of a National Alliance of Employers and Employed. The aim of this association is to secure cooperation between employers and workers in the task of reinstating in civil employment at the conclusion of the war those who at present are serving with the forces or work-



ing in munition factories. Its plans include the following items:

That the cordial and wholehearted cooperation of employers and employed be promoted as the most important element in the success of any scheme for dealing with the reinstatement of the men of the forces and munitions in civil employment and the general redistribution of labor after the war and for handling any subsequent problem of unemployment or labor dislocation.

That powers be obtained from Parliament to set up without delay a central statutory board to regulate and supervise this demobilization and redistribution; and that at least two-thirds of the members of this board be employers and employed in equal numbers, to be appointed from employers' associations and trade unions.

That where a trade union by arrangement with an employers' association is capable of placing its members in employment, the central board have power, if it deems it in the national interest, to delegate to it the responsibility of dealing with the reinstatement of its own members.

That local boards, similarly constituted, be established to assist the central board, and that all expenses incurred by the boards be paid for out of monies provided by Parliament.

The Bristol Trades Council, a local federation of trade unions, in a counter-proposal eliminates the official representatives on the central and local boards which it desires to see confined entirely

to the representatives of industry, except for the chairman who would be appointed by the Ministry of Labor. Its chief aim is that of democratizing the national labor exchange system, which is not sufficiently influenced in its operations by the wishes of the individual trades and industries in any given locality. Also, it desires that all labor representatives be not appointed but elected annually rather than appointed, those for the central board by the trade union congress, those for district boards by district conferences of trade unions, and those for local boards by the local trades councils.

Another trades council has formed a "war problems committee" which is visiting trade union branches to discuss the future relations of capital and labor. According to *Co-Partnership*, there is a lively interest in trade union circles in such proposals as those named above.

More significant than these various manifestations of the new spirit, however, are the concrete realizations of the desire to combine arrangements for increased output with an active participation of employes in management. The most important developments in that direction are told by Arthur Gleason in the article on page 156.

RUSSIA'S ALIEN ENEMIES AND REFUGEES

THE treatment of civilian enemies in Russia is not as uniformly bad as has sometimes been asserted, according to Walter Pettit, of the staff of the New York School of Philanthropy, who has just returned from that country where he was one of the special agents of the American embassy charged with the administration of funds for aiding war prisoners.

In the southern government of Saratof, where Mr. Pettit was stationed, the German and Austrian civilians were prisoners only in the sense of having their liberty of movement curtailed. They were not, like the soldiers, maintained by the Russian government, but were given every opportunity to earn their living and were helped by funds transmitted for them by their home governments and distributed by committees which knew their job—and on which the prisoners themselves were often represented, a practice which was stopped later.

They were decently housed, provided with good hospitals, and allowed great freedom in the choice of occupations, men of military age as well as others. Hardships, where they arose, were due not to malevolence but to the inefficiency of the imperial authorities, Mr. Pettit says. The allowance received from the home government was very meager and, with the rise in prices, often insufficient. The Austrian pay was raised from eight to ten rubles in the course of last year, the German from ten first to fifteen and

later to twenty rubles (\$5.40), with thirty rubles in exceptional cases. These civil prisoners, most of them business men and farmers speaking the Russian language, did not find an altogether congenial social environment.

Quite different is the case of two other classes which were brought to the wealthy Volga region during the war, the hostages taken in the occupied parts of East Prussia—an unknown number, variously estimated as between 10,000 and 60,000 altogether—and the refugees from the Russian Baltic and Polish provinces occupied by the German army, probably several hundred thousand, distributed over various parts of the empire.

Among the hostages, the suffering was the most acute. Since the regions taken in the fall of 1914 were depleted of their men of military age, most of these hostages are old men, women and children. The death-rate among them, owing to the severity of the climate and the blunders made in transportation of such large numbers for which the government was entirely unprepared and unequipped, was appallingly high. The physical and mental effects of that long journey, on which they were unprotected and unprovided with the necessaries of life, have presented one of the most urgent and most difficult tasks of relief. In the city of Saratof, crowds of these unfortunates arrived on the day before Christmas, unexpected and in a deplorable condition.

More recently their number has been added to by Austrian hostages from Bukowina, people of an intelligent and educated peasantry. Curiously enough, these last named were in receipt of a meager allowance from the Russian imperial government, when Mr. Pettit left, just before

DAVID LLOYD-GEORGE,
the Leader of the British Empire,
HAS SAID:

**“We are fighting
Germany, Austria
and Drink, and so
far as I can see,
the GREATEST of
these three deadly
foes is DRINK.”**

PUBLISHED BY THE WAR PROHIBITION COMMISSION COMMITTEE,
222 THURGOOD STREET, BOSTON.

the outbreak of the revolution; and since most of them are able to find suitable jobs, they are as well off as many Russian citizens in the district. German and Austrian civil prisoners of Polish descent also were given a slightly preferential treatment as regards freedom of movement.

The refugees from the Russian provinces now occupied by the enemy were, perhaps, the most wretched of those who came down to the Volga metropolis. There was no uniform regulation concerning their aid; in some towns they were paid by the authorities, in others not. Probably the government did the best it could, but it was unable to grant these hundreds of thousands an adequate pension and, of course, no foreign government was interested in them. Com-

mittees, under the patronage of the Princess Titania, were organized all over the country for their relief. In Saratof, public funds first used for this purpose gave out, and the refugees were thrown entirely upon private charity.

Many false statements and implications have been circulated in this country because the situation of the three classes mentioned has been confused. The worst conditions of insanitation and of poverty bordering starvation are found among the refugees who are Russian subjects, not among war prisoners. The funds collected in this country for the relief of German and Austrian war prisoners do not go to these people, even though many of them may be of German ancestry and speak the German language. They are cared for largely by Russian-Polish and Russian-Lithuanian as well as purely Russian committees.

Reports coming from German war prisoners to the effect that their regular allowances, made by the home government, no longer come to them, may perhaps be traced, at least so far as Mr. Pettit's own experience is concerned, to a very necessary systematization and improvement of the method of relief. During the first year of the war, practically all applicants were relieved alike. But since then, an effort has been made to render the war prisoners as far as possible self-supporting. A branch of the municipal public employment bureau was established to direct them into profitable openings, free of charge. Several hundred persons were thus placed in a few months. Naturally, some of the able-bodied men who previously were given a regular pension without any investigation as to their power of self-support, did not like the innovation. Hence the dissatisfaction.

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LA PROTECTION DU RÉFORMÉ
N°2
Oeuvre rattachée au MINISTÈRE de l'INTÉRIEUR
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JOURNÉE NATIONALE DES ORPHELINS

Chères Françaises et chers Français pour les enfants dont les pères n'ont plus et qui ne peuvent plus vous parler, donnez leur un peu de votre bien et aidez les Orphelins de France et des autres pays.

PALAIS DU TROCADERO
Le Dimanche 21 Janvier 1917
GRANDE MAÎNÉE DE BIENFAISANCE

Programme des Artistes et Orphelins de France et des autres pays.

Musique Militaire

PRINCE DE L'ART

Mention of the municipal public employment bureau in Saratof, a city with a population of about 300,000, brought Mr. Pettit to explain that in administrative efficiency and social concern this city compares favorably with many an American city of the same size. More particularly is this true of the maintenance of the streets, sewerage system and schools. There are supervised playgrounds and moving picture shows on Sunday afternoons especially selected for children. The educational system includes day nurseries, a "people's university" and Sunday "people's schools" where persons of both sexes and between twenty and sixty years of age may secure free elementary instruction. An unusually large proportion of the population is of German ancestry and, in spite of the state of war, German may be heard spoken here and there. No persecution of German citizens, either popularly or by the police, took place.

Mr. Pettit was particularly struck with the progressive character of Saratof's Jewish citizens, who maintain excellent schools, making use of the most modern text-books. Among other special educational provisions, they have developed apprenticeship shops where young men and women can acquire a skilled trade, and, since the school takes orders from wealthy patrons, at the same time earn their living.

PREMATURE OLD AGE FROM THE TRENCHES

A SECTION in the second report of the British Association Committee for the study of fatigue from the economic standpoint is written by Dr. T. G. Maitland on accumulated fatigue in warfare. This is based on experience with the soldiers at the front, where there was no motive that would lead the officers or medical men to exaggerate the effects of overstrain on the men; what they found was forced on them by observation of men who had passed the breaking point.

The most important group of these is composed of men who do not collapse in the field but who, when relieved, are found to have a degree of fatigue that has gone slightly beyond the point of normal physiologic recuperation. They are like rubber that has been stretched too far and cannot recover its former elasticity. The quality of the soldier's work is distinctly impaired, his aim is less sure, his decision less prompt, he shows a *faiblesse irritable* in the restless movements of hands and feet.

To reduce the number of such cases, which are only an encumbrance to the fighting force, the hours in the fighting line have had to be shortened. The final result of such overstrain when long continued has been observed by Dr. Maitland in Serbian soldiers who have lived through six years of nearly con-

tinuous war in the Balkans. They show marked hardening of the arteries, which means premature old age.

Steel foundry-men who work under great strain for twelve hours out of the twenty-four and seven days in the week do not have physicians anxiously watching the effect upon them of this excessive work, but there is good reason to believe that here, too, the limits of normal fatigue are overpassed and that premature ageing results.

ORGANIZED SOCIAL WORK AND THE WAR

THAT war does not change social problems and social work but rather increases the one and intensifies the other came out clearly enough in two recent conferences of social workers. At the ninth annual meeting of the California State Conference of Social Agencies there was great interest, to be sure, in the sessions on international relations, food supply and military and industrial mobilization. But these did not overshadow the sessions which discussed minimum standards in industry, health insurance, some failures in our public school system and how to organize a county to carry on constructive social work.

The discussion of many of these topics was broadened by the simultaneous meet-

ings of the Society for the Study and Prevention of Tuberculosis, the California Probation Association, the Society for Mental Hygiene and the Travelers' Aid Society, reenforced for the first time this year by the State Council of Defense and the Red Cross.

New undertakings of both peace time and war time resulted from this pooling of experience and debate. A joint committee of the probation officers and of the State Board of Charities and Corrections is to make a survey of the juvenile courts and probation offices with a view to standardization and possible changes in the law. A committee of the conference itself will study with the same board the possibilities of correlating and making uniform the work commonly known as charities endorsement—a matter that has had widespread and even bitter discussion as a result of divergent views of the methods of endorsement undertaken by California cities. Another committee is to study the question of legal residence, which has of late come up in new and puzzling aspects as a result of the proposal in the Kent bill to pay federal subsidies to tuberculosis sanatoria for the care of non-resident dependent patients.

As to war measures, resolutions were adopted urging that existing standards of labor be maintained and that educational and protective agencies be continued. The conference went on record in favor of a universal selective draft, limited at first to unmarried men and adding that when, or if, married men must be taken, the federal government should grant an allowance of \$30 a month to the wife and \$10 a month for each dependent child. Emphasis was laid on distinguishing between such an allowance and charity (see the SURVEY for April 28, page 95).

Similarly, at the New Jersey State Conference of Charities and Correction there was discussion of the need of radical increases in payment for the care of children in institutions and those placed out in private homes if standards are to be maintained, of infantile paralysis, from which parts of the state suffered sorely last summer, together with the familiar questions of principle and practice in both charities and correction.

But with them ran a strong current of opinion which, as put by the president of the conference, Mrs. Lewis S. Thompson of Red Bank, is that "we must plan to meet the new responsibility put upon social service by the war." Practical points were brought out. E. R. Johnstone, of the Vineland Training School, for instance, would have none of the plan for sending feeble-minded boys to the trenches in place of "better" men. They should not be allowed even to work in munitions plants or in any factories making war supplies, he said. The feeble-minded are susceptible to plots and they are careless; it is possible

OUTPUT AND HOURS

The following is a statement made in March by John M. Williams, secretary of Fayette R. Plumb, Inc., of Philadelphia, a firm manufacturing tools:

During the period when men were so hard to get we tried to analyze the cause for men either not hiring with us or not staying with us and the employment department made the following report as to one of the contributing causes, viz:—

"Our work from its very nature is hard and laborious, tiring men out compared with work in the average factory.

"We figure that in order to hold our men, and make our plant attractive to new men, it is necessary to reduce our week from 57½ hours to 52½ hours, with no reduction in pay.

"We figure that it will not decrease our production, but will raise it."

After some discussion their report was adopted and on December 4, 1916, all day rates were raised so that the pay equalled or slightly bettered on a 52½ hour basis the old pay on a 57½ hour basis.

All piece rates were carefully analyzed, and adjusted in every case where the shorter hours affected the pay of the producers.

The results speak for themselves. The men felt better and appreciated our action. It is much easier to hire men than before.

The weekly production in one of our worst departments in spite of the shorter hours has increased 18.4 per cent and in the entire plant 10 per cent.

that the great munitions explosion at Eddystone was due to a feeble-minded worker.

C. L. Stonaker insisted that when crippled and disabled soldiers come home from the front they shall not be housed in the antiquated barracks of our civil war soldiers' homes, run with an eye to the G. A. R. vote; nor should the care of these young men be entrusted to the elderly physicians who have become practically specialists in the peculiar requirements of the octogenarians who are their present inhabitants.

And A. W. MacDougall, of the Newark Bureau of Charities, predicted a great democratization of social work as a result of the universal desire to serve and the coming in of a great number of untrained but eager volunteers. "A broader conception of 'charity' and a deeper social conscience will result," he said. "This is, indeed, the day of those who have been doing fundamental social work."

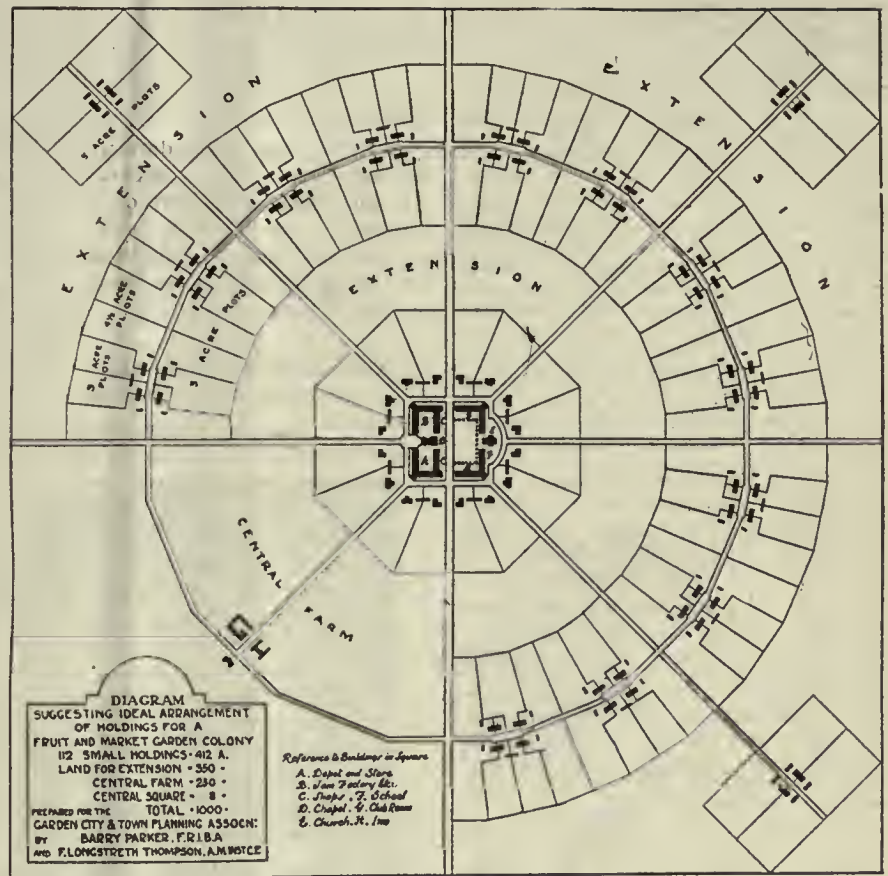
SETTLEMENTS FOR BRITISH SOLDIERS

ACTING upon the report of the departmental committee appointed by the president of the Board of Agriculture to consider the settlement and employment on the land of discharged sailors and soldiers [the SURVEY, June 24, 1916], an act was passed providing for settlement of 4,000 acres in England, 2,000 in Wales and 2,000 in Scotland. Many social reformers in Great Britain have been disappointed with the meagerness of the result and believe that a fine opportunity for the social reconstruction of rural England by state action has been missed.

The English Garden Cities Association, while on the whole highly appreciative of the government report, especially with the declaration of the departmental committee in opposition to the segregation of the disabled men by the establishment of colonies for cripples only, has embodied a number of minor proposals in a special report, to which another by the society's architectural committee is appended.

More importance, in its opinion, attaches to the establishment of village or home industries and small workshops which will not only provide alternative and additional means of livelihood, but will serve to retain in the community those who are not inclined for agriculture itself. Indeed, the association looks upon it as essential if colonization is to be permanent and of maximum social benefit. For this reason, it urges a closer grouping of the homesteads than planned by the departmental committee, so as to create a strong community life.

The association is doubtful also of the practicability of the proposed use of former military hutments for housing these settlements. Apart from the fact that in the British climate wooden structures



MODEL plan for a rural settlement of discharged British soldiers. The objects aimed at are accessibility of all holdings with a minimum of road-making and economy in drainage and water supply; provision for extension of holdings and a large, educational central farm; attractive grouping of houses in groups of eight with a village center for churches, school, club, stores, jam-factory and cooperative warehouses and collecting depot

are unlikely to offer a sound investment, it is insisted that no dwellings will be satisfactory which are not designed for the purpose. "The unskillful adaptation of hutments for housing purposes would . . . probably produce many ill effects both from the sanitary and structural as well as from the architectural point of view."

Doubt is expressed whether it would be wise in such settlements to dispense with all building regulations and by-laws as is the case with buildings erected on small holdings provided by county councils. While harsh restrictions must be avoided to make possible the erection of low-priced one-family houses, so long as a minimum distance of such buildings from each other is made obligatory, the entire abrogation of building regulations may set a precedent exceedingly irksome to get over when building in the rural districts generally is again taken up with vigor.

The chief ground for dissatisfaction, however, is the smallness of the experiment now sanctioned by legislation. To supplement it immediately by a similar development on a larger scale, a number of national organizations interested in the improvement of the conditions of rural life have cooperatively launched the Rural Organization Council which will advance the creation of small hold-

ing colonies by every means at its disposal.

WAR AS A "TIME FOR THINKING"

IN Montreal, in the early days of the European war, when, as with us, everybody wanted to "do something," and when both tolerance and cool-headedness were at a premium, a group of university professors, ministers and social thinkers "put themselves at the service of any societies or groups of people" who wished to "study the deeper issues of the war." They made their offer in a little pamphlet called Thinking in Wartime which may be suggestive to similar groups in the United States.

The response from the churches and societies among well-to-do people was meager, but settlement groups, trade unionists, forums and other organizations in which, in ordinary times, social and industrial problems are of immediate personal interest, responded. And in the last two years and a half there has been an increasing amount of intelligent discussion going forward.

The pamphlet stated the situation in this way:

THE DEEPER ISSUES OF THE WAR

As a nation we are putting all our strength into this war because we believe that Our cause is just—

What is it that makes it so?
 it is a defence of democracy and liberty.
 What is democracy in the warring nations?
 it is defence of oppressed nationality.
 What is nationality, its value and limitations?
 in spite of its waste, permanent good may come of it.

What good can we expect?

These and similar questions call for study and answer. How did the nations come to the point of war? What was their previous history? What place has war in the development of civilization? What place have religion and education?

The war calls for hard fighting; but for hard thinking too. Those who cannot go to the front can help in other ways; one is to clear their own minds and assist in creating a body of opinion and knowledge on the problems raised by the war.

The list of available lectures as drafted by this Canadian group two years ago and over was as follows:

The Duty of Those who are not at the Front, The Scope of Patriotism, Patriotism and Christianity, Nationalism and Internationalism, The Ground of International Morality, National Freedom and National Character, The Moral Equivalent of War, War and the Survival of the Fit, War and the Golden Age, War and the Brotherhood of Man, War and Labour, War and Democracy, The Future of Democracy, The Economic Aspect of the War, The War and Educational Ideals, The Tragedy of German Education, Democracy and Education, German Ideals of the State, The Making of the German Empire, The Making of Italy, Social Experiments of Modern Germany, France Since 1871, Belgium and her Social Experiments, Russia, What Is Civilization, The Sovereignty of Thought, Panaceas and Pessimism, Taking Stock, How to Prevent a Reaction.

TRAVELERS' AID ON A NEW BASIS

UNITING on the principle of "protection from danger and prevention of crime for travelers, especially women, boys and girls traveling alone," representatives from every state in the union and from Canada recently met in New York to form the first national Travelers' Aid Conference. The New York society's building was designated as headquarters for the permanent organization which resulted, with Gilbert Colgate as president and Orin C. Baker as secretary.

Travelers' aid work, originally a church activity, was given new scope and impetus by the first meeting of a non-sectarian committee in New York in 1905, further emphasized by the International Conference of Station Workers in Berne, Switzerland, in 1910 and the incorporation and enlargement of the non-sectarian New York Travelers' Aid Society in 1907 and 1910. The present national organization brings into co-operative relations such widely divergent bodies as the Y. W. C. A., the National Council of Jewish Women, the National Conference of Catholic Charities, the National Grange, the Gideons (an organization of commercial traveling sales-

men), the Girls' Friendly Society of America and the International Order of the King's Daughters and Sons.

NATIONALIZING THE PUBLIC HEALTH

TO determine the relation of health authorities in this country to war conditions, the fifteenth annual Conference of State and Territorial Health Officers with the United States Public Health Service, was held in Washington on April 30 and May 1, a month earlier than the dates originally chosen. The following program, whereby state health

officers may assist the federal authorities in sanitary activities during the war, was adopted:

Sanitation of military and naval camps and camp sites.

Exercise of police power relating to the sanitary environment of military and naval camps.

Provision of public health laboratory facilities.

Diagnosis and surveillance of infectious diseases among the troops.

Provision, as far as possible, of hospital accommodations for care of cases of communicable diseases among the troops.

Protection of military and naval camps from the introduction of communicable diseases, including tuberculosis and venereal diseases, from civilian population.

Sanitation of intrastate transportation facilities.

Investigation and exclusion from military and naval camps of disease-carriers.

Immediate reporting to the Public Health Service of any epidemic foci in any of the states or territories of various infectious diseases (poliomyelitis, cerebro-spinal meningitis, smallpox, typhus, etc.).

Sanitary supervision of refugees and interned aliens.

Sanitary supervision of sources of water, milk and food supplies of the troops.

Sanitary supervision of soldiers suffering from tuberculosis, or those rejected from the army and naval forces because of this disease.

Sanitary supervision of migratory laborers and industrial camps.

The conference asked that the Public Health Service standardize all biological products, vaccines and sera. It resolved that during the present war reciprocal notification should be made on stated forms—that is, that the health authorities in any state immediately notify authorities in another state of the entrance into that state of carriers or exposed persons from the first locality.

The Public Health Service was requested to advise the state health officers of lines upon which the service would be able to extend aid in case of necessity during the war. Special emphasis was placed upon the collection of morbidity statistics from industries, hospitals, sanatoria and penal institutions.

DR. PATTEN'S RETIREMENT TO BE RECONSIDERED

ALUMNI of the University of Pennsylvania have been given to understand that the university trustees may reconsider their retirement of Prof. Simon N. Patten, of the Department of Political Economy, on June 30 when he reaches the age of 65 years. There has been widespread interest in the matter and men in all parts of the country have felt that Dr. Patten, of all men, was unsuitable for retirement for age; that others in their mid-sixties may appropriately retire and even welcome the action of the trustees in applying an arbitrary age rule, but that his freshness and vigor give him constant and sustained value to the university. As one

From the New York Times



JOSEPH H. CHOATE
1832-1917

MR. CHOATE, who died on May 14, will be remembered both here and abroad as a leader of the American bar, as ambassador to England, as an orator and wit. But to these distinctions must be added the service he rendered in the civic and social life of New York city. He was a member—perhaps the most energetic member—of the Committee of Seventy whose activity smashed Boss Tweed. He led in the fight against Boss Croker and was, for many years, among the most active of the anti-Tammany forces. He was a trustee of the American Natural History Museum, the Metropolitan Museum of Art and the New York Hospital. Last February, shortly after his eighty-fifth birthday, he was elected president of the New York State Charities Aid Association for the seventeenth successive year. In that society, and in the New York Association for the Blind, of which he was also president, he gave unstintedly of his time and thought. The last meeting of the board of managers of the State Charities Aid Association at which he presided was the recent one at which the association, pledging its services to the nation, recalled that it owed its existence to the social service which grew out of the Sanitary Commission formed during the Civil War.

of Dr. Patten's pupils—himself a full professor in another university—put it:

When a man of Professor Patten's ability and distinction, one with his record of devoted and loyal service to the university, and with his secure hold on the affection of his students, reaches the age of sixty-five years with his powers unimpaired and his interest in teaching unabated, the university should certainly not exercise the summary power of retirement but should consult the wishes of the faculty and the interests of the students. . . .

By the highest standards which one could choose for comparison, Professor Patten is a great teacher. He is a vigorous, original, daring but entirely modest seeker after the truth in the field in which he works. He has made contributions to knowledge and to clear thinking. He has inspired his asso-

ciates and his students by his faith in their capacity often long before they themselves had any adequate conception of what they could do. The circle of those whom he has thus stimulated is far wider than those who sat in his classroom. From the very beginning of his teaching it is the stronger men, often those who differed from him most vehemently in particular matters, who have acknowledged most freely their indebtedness to him.

Dr. Patten's associates, it is understood, have made formal application to the trustees to retain his services for another year, with the presumption of a further extension of two years, or three years in all, in accordance with the practice followed in the case of other men who have reached the retirement age.

even convincing history are spoiled by an overflow of enthusiasm which now and then comes near to false pride and jingoism. He insists, for instance, on the French character of the Rhine and considers this river a necessary part of the frame for the normal economic and political life of France. On the other hand, he is no wild exponent of the doctrine of unlimited expansion, but points out how, in modern times, France has been content to enrich the world with ideas of liberty and tolerance rather than add to her own territorial possessions.

He desires France to be credited by the world for carrying the heaviest burden in the present war on behalf of humanity, and for a purity of aim which makes her the only belligerent country for which foreign legions are glad to die without too close a scrutiny of her immediate purposes, but confident that she stands for the highest ideals of mankind. Altogether, a charming panegyric, beautifully written and frequently illumined by flashes of true insight, but not a reliable guide for the student in search of incontestable verities, or even of a typical present-day French attitude to the problems of Europe.

Very different is the book of addresses and articles which Edouard Herriot, mayor of Lyons, senator of the Rhone, and minister of subsistence in one of the recent administrations, has found time to give to the world of thought in spite of his many-sided activities. The dedication of this collection to the memory of the great Comptroller-General Colbert emphasizes the author's outlook. Colbert, in the days of French world supremacy, managed the country's material resources with an astuteness and success which has probably never been rivaled. Incidentally, he shared with Herriot, his modern prototype, a special interest for the lace industry.

Herriot is deeply concerned that the vitality of the nation, its wonderful unanimity in acting for a great common purpose, should not "fizzle out," to use a telling slang, when the war is over, in petty political quarrels and intrigues. He does not desire a suppression of parties whose existence, indeed, is essential to a healthy and vigorous national life; but "tomorrow, as today, France will find herself in so difficult a position that a lack of understanding for the need of a policy directed towards purely national ends would be to betray the sacrifices of so many victims, to lose the benefit of so much effort, to outrage both the interest of the living and the silent prayer of the dead."

Foremost in his thought is the fear of general poverty, or rather of its psychological effect. "When the war is over, the French people will need the spirit of devotion which will make it possible to live together as brothers in an empty house." A purely negative policy of depriving German industry of its raw materials and of its markets will not suffice to re-establish French prosperity. Above all, the unused resources of the nation must be brought into play.

In this connection, the conservation of human life has the first claim to the nation's effort. In Germany, too, the birth-rate has decreased in the last decade while the mortality has remained more or less stationary. But in France the relative decrease in the size of the population is much more serious. Her birth-rate is the lowest in the world. The immediate need, according to Herriot, is an energetic campaign for the protection of infancy. He would like to see, the moment the war is over, the patriotic devotion of French women diverted from the care of wounded soldiers to that of future citizens.

But infant welfare activity, he well realizes, implies progress in the improvement of material conditions of life all along the line. The betterment of housing conditions and a determined fight against alcohol here take the first rank. France today is the most

Book Reviews

PREMIÈRES CONSÉQUENCES DE LA GUERRE

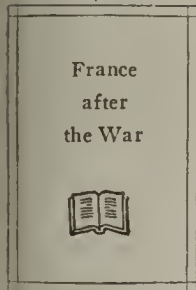
By Gustave Le Bon. Ernest Flammarion, Paris. 336 pp. Price 75 cents; by mail of the SURVEY, 90 cents.

LES TRADITIONS POLITIQUES DE LA FRANCE ET LES CONDITIONS DE LA PAIX

By Edouard Driault. Felix Alcan, Paris. 254 pp. Price 75 cents; by mail of the SURVEY, 90 cents.

AGIR

By Edouard Herriot. Payot & Cie., Paris. 471 pp. Price 90 cents; by mail of the SURVEY, \$1.06.



As a corrective of excessive and unwarranted optimism—already displayed in many writings on the probable social and political results of the war—Gustave Le Bon's First Results of the War forms a valuable contribution. And that in spite of the fact that this renowned psychologist is not

himself entirely free from some of the popular delusions which he is in the habit of chasing in the world of modern ideas.

Le Bon is a voracious newspaper reader, it appears. He follows the changes of mental attitude toward problems of world import not only in France but the world over and, after completing his survey, comes to certain conclusions which are interesting as having some bearing to facts, which most present day speculations on events after the war have not. None the less, they may be largely inaccurate because the material selected for analysis itself is no "true sample." He overlooks the fact that the press of a country, even where it is not excessively sensational, concerns itself with outstanding rather than with typical phenomena and sentiments so that it does not accurately reflect the attitude even of its own clientèle. If, for instance, we take Le Bon's analysis of the part played by America during the war, and especially the part played by German-Americans, it is clear that his newspaper reading has given him the "wrong slant," and, as it happens, supports conveniently his preconceived notions on such questions as the permanence of patriotic affiliations.

A thesis which has gone through much of

Le Bon's previous teaching, that reason plays but a small part in the activity of man, and that nations are drifting from one relationship into another more or less as immediate economic interests and inherited illusions of racial destiny demand of them, gives a background of pessimism to this, his latest study also. He traces the mental effects of the war on the people, and more particularly the people of France, not in any positive gain, but merely in a negative, though wholesome, bursting of certain illusions: "The pacifist dream with its hope of establishing a little brotherly feeling among the peoples," the "error that science, education, civilization can soften morals, prevent conflicts and render them, when they do occur, less sanguinary," "that an international court of arbitration without penal power can ever exercise the slightest influence on the struggle between nations or even establish rules of humanity which will be respected by the belligerents," "that any law, whatever it may be, can be maintained without sufficient force to uphold it."

One curious thing is that, while France is held capable by the author of shaking off many ideas which he brands as illusions, the German people, apparently, have an ingrained desire of world domination, dating back over hundreds of years, which not even defeat in the present war can eradicate. Hence, "adaptation" of the national policy to the perpetual menace of German aggression, in peace as in war, naturally must appear not only desirable but necessary. In short, an analysis of world currents such as this, though under the cloak of science, is really too incomplete to make it of practical value and too prejudiced to make it a safe guide of policy.

Unfortunately such self-deception by men not without influence and authority is rampant in all the belligerent countries and encourages loose talk of "war after the war." Let it be hoped that saner counsel will prevail when economic and political readjustments come under the consideration of practical statesmen who are now too much occupied in the conduct of the war to give earnest thought to the after-war problems.

Edouard Driault has tried to render the essence of French political tradition and draw from it conclusions for the future. His outlook is patriotic rather than critical, and many pages of otherwise interesting and

tuberculous nation, and this in spite of the fact that her population is less dense than that of almost every other industrial nation. He cites Professor Courmont as an authority for the statement that during the nineteenth century France lost 500,000 through cholera, two millions through war, and ten millions through tuberculosis. The work on behalf of the tuberculous soldier, already under way, forms the beginning of an educational campaign which, as soon as the mental energy of the nation is available for such a task, will have to be greatly widened.

To bring about continuous progress along these different lines and others, Herriot urges that the whole administrative machinery of the country be turned inside out. The department of the interior, too largely preoccupied with questions of elections and appointments, must become the center of a genuine national health service. Even more important in their permanent influence are the changes which the author advocates in the system of education. The public school must be given national unity. He would make attendance at the public school compulsory for six years upon the children of all classes. On this basis he would erect a system of secondary education open to all, whether poor or rich, so long as they show promise. This, he believes, would correspond more closely to the practical needs of the country than the present higher education. In the same connection, he also urges the need for a greatly extended provision of vocational schools.

Pointing to the fertilizing effect of past wars and of the great revolution in French science and letters, Herriot emphasizes the need in the immediate future for unfettered and vigorous thought. It is through disciplined mental activity alone that the nation can retain its high position in the world. And more, "France cannot completely fulfil her program of action so long as she thinks only of herself. . . . She must never close her ears to the suffering of all the world, to the struggle and hope for liberty everywhere." The renaissance of Poland, especially, is a cause to which the patriot is exhorted to devote himself.

Taking France for the center of a world organization for civilization, the author proposes the construction of a physical artery of communication analogous to the Paris circular underground railway, the *Métropolitain*. On either side of such a ring of rapid and efficient transit there will be countries which especially require the sustaining strength of French idealism, there will be problems which an enlightened Europe must meet and solve. More immediately, Herriot hears the call for the freedom of Syria, of ancient Bohemia, of *Italia irredenta*.

One chapter discusses the American Friendship. In the moral support of the allies by America, the author sees the greatest defeat of Germany. For the organization of American philanthropies in France in war time, he has nothing but praise. A more lasting bond than gratitude, however, is to be found in the similarity of French and American aims in the alleviation of suffering, in carrying on high through the most trying times the banners of humanity and justice, in looking ahead to the great tasks of civilization which beckon from the future.

BRUNO LASKER.

THE JUDGMENT OF THE ORIENT

By K'ung Yuan Ku'suh. Translated by Ambrose Pratt. E. P. Dutton Company. 72 pp. Price \$.60; by mail of the SURVEY, \$.64.

Ève ate the apple, and woman has been to blame for everything wrong since; but it remained for Mr. K'ung Yuan Ku'suh to discover that the war is due to Germany's having a female soul. How determine the

soul sex of a nation? Perfectly simple—see how the nation acts; if badly, it has a female soul. "Where the female soul collectively predominates, the nation is potentially dishonest." Germany is the most conspicuously woman-dominated state in Europe, and Turkey, whose most conspicuous national institution is the seraglio, is, of course, her natural ally. As for England—"he" is "the most virile state in Europe, with a predominantly masculine soul, simply because the women of England, during the past few decades, have relaxed much of the fury of their primeval sex warfare against their male enemies, in order to chase the rainbows of commercial and political enfranchisement." If, in the flood of foolish writing about the war, more nonsense has anywhere else been packed within the narrow limits of seventy-two small pages, it has not been the reviewer's ill fortune to see the work.

H. R. M.

SHORT RATIONS

By Madeleine Z. Doty. Century Company. 274 pp. Price \$1.50; by mail of the SURVEY, \$1.62.



The present volume belongs to that category of books whose chief *raison d'être* is the reluctance of many educated persons to throw away notes made during travel and copies of letters written home. For the purpose of making a book, these notes are, of course, furbished up, much in the same way as a painter will

tone up a sketch before he sends it out for exhibition. Miss Doty went to The Hague as a member of the Ford peace party, and subsequently traveled about Europe partly as a worker for peace and partly as a sight-seer. Not knowing the German language well, she had a number of adventures while in Germany which provided her with a good deal of excitement and amusement. For the same reason, she also got a good many false impressions, and hands on some hearsay of doubtful authenticity.

The title of her book covers not only the shortage of food in Germany, but the shortage of a great many other things which make life worth living, such as lack of interest in everything not directly connected with war or with the abnormal conditions created by war; lack of cheerfulness, sometimes lack of hope. To her hosts Miss Doty must have appeared an unsympathetic and inquisitive person. She seems to have gone about her mission of peace much in the way in which a Lady Bountiful goes on a slumming tour, and the stories brought back by her are just as diverting as those told by that lady at the dinner table in their mixture of humor and sentiment, caricature and genuine compassion.

It is probably not the author's fault that she missed real opportunities of gauging the mental processes of a great nation at war; of understanding what lies behind the passion of every German patriot to convert to his point of view the luckless foreigner who is thrown into his company. The present volume, however, does not offer a promising approach to such a study.

B. L.

THE DRAMA OF THE SPIRITUAL LIFE

By Annie Lyman Sears. Macmillan Company. 495 pp. \$3.00; by mail of the SURVEY \$3.25.

The title suggests a mode of presentation and implies a method of treatment of the types and states of religious life as expressed in religious experiences and ideals. Inde-

pendence and originality are shown in the selection and presentation of the material.

Throughout the entire volume the author regards the process of the religious life as an empirical fact, whose importance is to be tested by experience. The apparent conflicts and the paradoxical phrases of experience of the individual and the group furnish the topics which she discusses, and give the basis for much of the dialectical procedure employed to throw light upon the great problem of the religious life: Does God exist and is salvation possible?

The late Prof. Josiah Royce's fine appreciation of the volume in his introduction to it best interprets its practical value: "Anybody who reads this book and makes it his companion, will, in my opinion, make better use of his own faith, understand better its meaning, appreciate more deeply its problems, be less perplexed by its paradoxes, and better prepared both to give reasons for the faith that is in him if he has any faith, and to be more intelligently adapted for the tolerant, the critically reverent and the positively constructive examination of the Drama of the Spiritual Life."

L. E. A. S.

THE TEACHING OF HISTORY IN THE HIGH SCHOOL

By Ernest C. Hartwell. Houghton Mifflin Company. 71 pp. Price \$.40; by mail of the SURVEY, \$.44.

"The ultimate test of any mode of human association is the contribution which it makes to the quality of experience," says John Dewey in his book, *Democracy and Education*. That is a stiff standard, but it is the standard of Ernest C. Hartwell in his little volume of sixty pages packed with suggestion for the teaching of those associations that we call history, and for the realization of historical fact by study.

Ernest Hartwell's teacher, who has so marvellously at hand the material with which to vitalize the lives of citizens to come, must be heroically prepared. "It is presupposed that he [the teacher] understands the wisdom of correlating in his instruction the geography, social progress, and economic development of the people which his class is studying. He is aware that the pupil should experience something more than a kaleidoscopic view of isolated facts." In characterizing a period of history, the facts chosen are to reflect "ideals, institutions, and conditions" of the period described. The search is not confined to the text. Source-books, fiction, literature of all kinds, are to yield the "spirit of the laws, public education, social progress."

The underlying ideal of the whole course of instruction is a social ideal. The concrete suggestions reveal methods for enriching human experience, and any teacher, most of all the teacher of history, may be glad of this hand book and its new vitality.

V. C. L.

THE FLOGGING CRAZE

By Henry S. Salt. University of Chicago Press. 159 pp. Price \$.60; by mail of the SURVEY \$.75.

"I want to see the marks of good British muscle on their backs!" cried a gallant colonel in the House of Commons in 1912 when the criminal law amendment bill was under debate, says Sir George Greenwood, M. P., author of the foreword to this book. "It's a good thing they have got a skin to be tanned!" shouted another member. Some of the arguments then employed, and successfully employed, to keep flogging on the English statute books as a punishment for crime, sound strange in the country that has given so many pioneers to prison reform.

They would sound no less strange, how-

ever, in the house of delegates of our own Delaware, where whipping is still a legal and practiced discipline for several offenses.

Mr. Salt has set about calmly to reason flogging out of existence. In a chapter entitled the Fallacies of Flagellants he attempts to show the hollowness of certain stock arguments in favor of the lash.

Sir George Greenwood thinks the book is very opportune. "There is, I fear," he says, "a real danger lest, when the war is done, the counsels of force, so inevitable in the time of war, should hold sway among us in time of peace also." W. D. L.

THE PROMISE OF COUNTRY LIFE

Edited by James Cloyd Bowman. D. C. Heath & Co. 303 pp. Price \$1; by mail of the SURVEY \$1.09.

This book contains a number of well edited selections gleaned from writers of many countries, dealing with all the great out-of-doors, with mountain and plain and lowland prairie, and the life that dwells therein.

For those who seek enlightenment on the wonders, riches, and pleasures of country life and the things that make it tolerable and worth living the book is intended. Included in the list of contributors, we find Tolstoi, Björnson, Stephenson, and Maupassant among European writers; Parkman, Thoreau, and Irving among our older group, as also living writers, Stewart Edward White, Corra Harris, and Hamlin Garland.

In schools and on the country book shelf it is worthy of permanent place. H. W. F.

COMMUNITY CENTER ACTIVITIES

By Clarence Arthur Perry. Russell Sage Foundation. 127 pp. Price, \$35; by mail of the SURVEY, \$40.

Probably the greatest obstacle to the rapid development of social centers is a lack of leaders who know how to make them go. The Department of Recreation of the Russell Sage Foundation has offered one big means of equipping workers in public-school social centers in this little service-manual and reference book of something over 100 pages. It deals with a surprising variety of activities adapted to public-school property out of school hours. The activities are classified by those suitable for assembly rooms, gymnasiums, kindergartens, classrooms, playrooms, corridors, domestic-science rooms, lunchrooms, manual-training rooms, principal's office, teachers' room, swimming-pool, dispensary and the building as a whole. The activities are set forth in detail with full references under civic occasions, educational occasions, entertainments, handicrafts, mental contests, neighborhood service, club and society meetings, classes and social and physical activities. Sample programs of various events are included.

The book is a handy reference manual for the use of all workers in developing public-school social centers in neighborhood buildings. It will also be found helpful for settlements and institutional churches.

ROGER N. BALDWIN.

THE SECOND FOLK DANCE BOOK

Compiled by C. Ward Crampton. A. S. Barnes Company. 79 pp. Price \$1.60; by mail of the SURVEY, \$1.73.

The editor of The Second Folk Dance Book correctly says: "Folk dances have ceased to be a fad. They are now used in connection with primal physical training as a delightful means of obtaining hygienic, educational and recreative results of normal exercise."

The Folk Dance Book, published seven years ago, has been adopted generally throughout the United States. It presented a clear, concise description of the most useful and attractive folk dances, appropriate

for schools and playgrounds. In response to a widespread demand for more dances, this Second Folk Dance Book is published.

Like all collections, the compilation leaves out many lovely things. But its thirty-two dances, with music and very adequate directions for performance, will bring enrichment to the repertory of playgrounds and children's societies all over the country.

J. C.

WORLD PEACE—A SPECTACLE DRAMA IN THREE ACTS

By Frank P. and Kate Richards O'Hare. National Rip Saw Publishing Co., St. Louis. 64 pp.

This drama is Shavian in one respect—that it is nearly all talk; there is neither action nor a struggle of wills with uncertainty as to the outcome. Yet it is not like Bernard Shaw because it contains no surprises; in neither thought nor phrase is there anything new. The lowest common denominator of such views of war as those of David Starr Jordan; of the ante-bellum socialist, and of the Woman's Peace Party, is given in dialogue spoken by kaisers, armament manufacturers, peasants, women and representatives of America, history, democracy, etc.

One act shows the beginning of war; one act shows America at war with herself between ideals and war profits, and the last act shows World Federation, a beautiful young woman. This drama is well intended but mediocre in result.

J. C.

THE EDUCATION OF WOMEN

By Marion Talbot. University of Chicago Press. 255 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.



of thinking, active men and women is breaking away from thralldom" to tradition and is recognizing the right of girls not only to enjoy the world's progress but "to share in making that progress as speedy and as rich as it lies within human power to make it;" one can see fathers and mothers hurriedly packing their daughters off to college in order that they themselves may be counted among the world of "thinking, active men and women."

Education, Dean Talbot thinks, ought to prepare girls for what they are going to do. So far as social and economic arrangements allot to men and women different tasks, so far must the educational machinery be developed differently for the two sexes. She has no quarrel, however, with the census of the United States, which lists 303 separate employments and shows that in 295 of these women are found. Her desire is not to restrict the entry of women into gainful occupations, but to make education fit women's modern needs.

What these needs are she enumerates. They comprise nearly every aspect of bodily, mental and spiritual growth. A girl must be able, among other things, to appreciate beauty, to exercise her social instinct as friend and as citizen, to understand the value of domestic relations as wife, mother, household manager and director of consumption, and she must be fitted to be of economic value.

The public school system, Dean Talbot thinks, is rapidly adjusting itself to meet these requirements. The woman's college is not adjusting itself so rapidly. Vassar College is an example and has a chapter all to itself. Dean Talbot thinks the change between Vassar's course of study in the sixties and its course now is not so great as the times demand. "The intellectual life of women continues to be patterned after the same mold," she says, and leaders "are timorous about making a change."

Several things are necessary if college life is to perform any real function in the education of women. Among these are a juster recognition of women in academic and intellectual fields, and the development of the professional or expert attitude of mind on the part of women students themselves. Indeed, it is one of Dean Talbot's complaints that "there is no dominating purpose in the life of most young college women of today." She sees truly, however, that one of the chief reasons for this is society's expectation that women shall be "casual" in their interests and work. The need for removing this and other "barriers" is the primary contention of her book.

WINTHROP D. LANE.

THE SINS OF THE CHILDREN

By Cosmo Hamilton. Little, Brown & Co. 1916. 352 pp. Price \$1.40; by mail of the SURVEY, \$1.52.

In this novel the author again makes his "plea for the younger generation" and again attacks important sex problems as he has in many previous articles and in his familiar play *The Blindness of Virtue*.

An American—or we may say New York—family with newly acquired wealth, a type which might come under the eye of a visiting foreigner, gives the setting for the story. Dr. Guthrie does unfortunately represent a large class of American fathers. He loves his family devotedly, willingly sacrificing his life for what he, with his limited vision, considers to be for their best good. He labors untiringly that he may give abundantly of his wealth, yet forever keeps himself outside his children's lives.

Each of Dr. Guthrie's children typifies some extreme point which the author wishes to impress upon the reader. There is, however, little character development in the book. The actors are either good or bad and move as the "purpose" demands, dragging in "preachments" so obviously that they are often obtrusive. Interest is lessened by the unnatural and often impossible chance occurrences in the turning-points of the story.

Many readers will feel that the author has overstressed his one point of giving to young people the facts of sex. Some will feel, too, that the "silence" has recently become audible enough; that now our youth do hold within their hands their own fate, and the fate of the children of tomorrow. Yet many more who are seriously thinking on this subject will agree that in spite of all emphasis there are many parents today who will do well to read carefully and heed the lesson in Mr. Hamilton's *The Sins of the Children*.

B. C. C.

PERSONAL HEALTH

By William Brady, M. D. W. B. Saunders Company. 407 pp. Price \$1.50; by mail of the SURVEY, \$1.60.

From a literary standpoint, the style adopted by Dr. Brady is too popular to be dignified, while the use of the vernacular is too much in evidence for really "discriminating people." It is unfortunate that the Queen's or President's English is not recognized as the most useful medium for interpreting the facts of hygiene. Errors in spelling may be attributed, of course, to poor proofreading.

Criticisms of this character do not invali-

date the information Dr. Brady imparts, even though occasional dogmatism does not serve as satisfying information; as, for example, his denial of the existence of rabies.

The statement that young boys and girls "who lug home an armful of books every night have frail bodies and 'big heads' in more than one sense" is hardly a strong argument for decreasing night studying. Experience is not always the basis of knowledge, wherefore it is not illumining to read that teachers, "being rarely mothers themselves, do not realize how unphysiologic and utterly wrong it is to force a child to sit prim and straight for long periods day after day."

Various items such as actinomycosis glands are briefly discussed without relation to personal health.

In view of the popular interest now taken in personal hygiene and the scarcity of reliable information on the vast number of subjects, captious criticism is indefensible. The volume is characterized, as a whole, by readability, common-sense, sane judgment and simplicity in treatment. The author is at his best in opposing quackery, shams and untenable traditions. If the readers are not "discriminating" in the matter of literary form, a perusal of the book will yield them much enjoyment and instruction, both of which will tend to promote their personal health.

I. S. W.

BOOKS RECEIVED

- THE PHILOSOPHY OF WILLIAM JAMES. By Th. Flournoy. Henry Holt & Co. 245 pp. Price \$1.30; by mail of the SURVEY, \$1.43.
- THE NATION'S HEALTH. By Sir Malcolm Morris, Md. K. C. V. O. Funk & Wagnalls Co. 152 pp. Price \$1.25; by mail of the SURVEY, \$1.38.
- SIX MAJOR PROPHETS. By Edwin E. Slosson. Little, Brown & Co. 310 pp. Price \$1.50; by mail of the SURVEY, \$1.65.
- WAR AND CIVILIZATION. By Rt. Hon. J. M. Robertson, M. P. E. P. Dutton & Co. 159 pp. Price \$1; by mail of the SURVEY, \$1.10.
- A FEAST OF LANTERNS. The Wisdom of the East Series. Edited by L. Cranmer-Byng and Dr. S. A. Kapadia. E. P. Dutton & Co. 95 pp. Price \$1.00; by mail of the SURVEY, \$1.08.
- IN THE CLAWS OF THE GERMAN EAGLE. By Albert Rhus Williams. E. P. Dutton & Co. 273 pp. Price \$1.50; by mail of the SURVEY, \$1.65.
- MUNICIPAL OWNERSHIP. By Carl D. Thompson. B. W. Huebsch. 114 pp. Price \$1; by mail of the SURVEY, \$1.10.
- A GERMAN DESERTER'S WAR EXPERIENCE. Translated by J. Koettgen. B. W. Huebsch. 192 pp. Price \$1; by mail of the SURVEY, \$1.10.
- AN INTRODUCTION TO SOCIAL PSYCHOLOGY. By Charles A. Ellwood. D. Appleton & Co. 343 pp. Price \$2; by mail of the SURVEY, \$2.20.
- MUNICIPAL FUNCTIONS. By Herman G. James. D. Appleton & Co. 369 pp. Price \$2; by mail of the SURVEY, \$2.20.
- TOWN PLANNING FOR SMALL COMMUNITIES. By Charles S. Bird, Jr. D. Appleton & Co. 492 pp. Price \$2; by mail of the SURVEY, \$2.20.
- CHINA INSIDE OUT. By George A. Miller. The Abingdon Press. 180 pp. Price \$1; by mail of the SURVEY, \$1.10.
- THE STORY OF MY LIFE. By Helen Keller. Houghton, Mifflin Co. 140 pp. Price \$1.44; by mail of the SURVEY, \$1.49.
- 1000 THINGS A MOTHER SHOULD KNOW. By Mac Savell Croy. G. P. Putnam's Sons. 296 pp. Price \$1.50; by mail of the SURVEY, \$1.65.
- THE CHURCH AND THE HOUR. By Vida D. Scudder. E. P. Dutton & Co. 133 pp. Price \$1; by mail of the SURVEY, \$1.10.
- AUTHORITY, LIBERTY AND FUNCTION IN THE LIGHT OF THE WAR. By Ramiro de Maeztu. Macmillan Co. 288 pp. Price, \$1.50; by mail of the SURVEY, \$1.56.
- FIRE PREVENTION AND PROTECTION. Compilation (third edition) Revised by A. C. Hutson. Spectator Co. 778 pp. Price \$4.25; by mail of the SURVEY, \$4.25.
- THE FINANCIAL ADMINISTRATION OF GREAT BRITAIN. Prepared by William F. Willoughby, Westel W. Willoughby, Samuel McCune Lindsay. D. Appleton & Co. 361 pp. Price \$2.75; by mail of the SURVEY, \$3.00.
- SERBIA: A SKETCH. By Helen Leah Reed. Serbian Distress Fund. 124 pp. Price \$1.00; by mail of the SURVEY, \$1.05.
- ULTIMATE DEMOCRACY AND ITS MAKING. By Newell L. Sims. A. C. McClurg & Co. 347 pp. Price \$1.50; by mail of the SURVEY, \$1.56.
- NEWSHOLME'S SCHOOL HYGIENE. Rewritten by James Kerr. Macmillan Co. 352 pp. Price \$1.25; by mail of the SURVEY, \$1.37.
- THE SOCIAL TEACHINGS OF THE PROPHETS AND JESUS. By Charles Foster Kent. Charles Scrib-

- ner's Sons. 364 pp. Price \$1.50; by mail of the SURVEY, \$1.65.
- A HISTORY OF THE UNITED STATES, Vol. IV. By Edward Channing. Macmillan Co. 575 pp. Price \$2.75; by mail of the SURVEY, \$3.00.
- NOTES ON THE CAUSATION OF CANCER. By Rollo Russell. Longmans, Green & Co. 116 pp. Price \$1.25; by mail of the SURVEY, \$1.37.
- VOCATIONAL MATHEMATICS FOR GIRLS. By William H. Dooley. D. C. Heath & Co. 369 pp. Price \$1.28; by mail of the SURVEY, \$1.40.
- THE NATURE OF PEACE. By Thorstein Veblen. Macmillan Co. 367 pp. Price \$2.00; by mail of the SURVEY, \$2.15.
- THE ADMINISTRATION OF INDUSTRIAL ENTERPRISES (new impression). By Edward D. Jodes. Longmans, Green & Co. 442 pp. Price \$2.00; by mail of the SURVEY, \$2.15.
- SOCIAL DIAGNOSIS. By Mary E. Richmond. Russell Sage Foundation. 511 pp. Price \$2.00; by mail of the SURVEY, \$2.10.
- THE COMPLAINT OF PEACE. By Erasmus. Open Court Publishing Co. 80 pp. Price \$1.50; by mail of the SURVEY, \$1.55.
- FOUR FEET ON A FENDER. By Edward Leigh Pell. E. P. Dutton & Co. 176 pp. Price \$1.00; by mail of the SURVEY, \$1.10.
- SEEN AND HEARD BEFORE AND AFTER 1914. By Mary and Jane Findlater. E. P. Dutton & Co. 298 pp. Price \$1.50; by mail of the SURVEY \$1.56.
- WITH A B.-P. SCOUT IN GALLIPOLI. By E. Y. Priestman. E. P. Dutton & Co. 311 pp. Price \$1.75; by mail of the SURVEY, \$1.90.
- VOLPER'S RUSSIAN ACCIDENTS IN TABLES. Adapted by Mark Sieff. E. P. Dutton & Co. 88 pp. Price \$1.50; by mail of the SURVEY, \$1.56.
- OF THE NATURE OF THINGS. By T. Lucretius Carus, translated by William Ellery Leonard. E. P. Dutton & Co. 301 pp. Price \$1.75; by mail of the SURVEY, \$1.90.
- RUSSIAN COMPOSITION, Part I. By J. Solomonoff. E. P. Dutton & Co. 57 pp. Price \$1.25; by mail of the SURVEY, \$1.31.
- AN AFRICAN TRAIL. By Jean Kenyon Mackenzie. Central Committee on the United Study of Foreign Missions. 222 pp. Price, \$1.50; by mail of the SURVEY, \$1.57.
- AGRICULTURE AFTER THE WAR. By A. D. Hall. E. P. Dutton & Co. 137 pp. Price \$1.25; by mail of the SURVEY, \$1.31.
- A CHILD'S RELIGION. By Mary Aronetta Wilbur. Houghton Mifflin Co. 141 pp. Price, \$1; by mail of the SURVEY, \$1.07.
- CREATIVE INTELLIGENCE. By Dewey, Moore, Brown, Mead, etc. Henry Holt & Co. 467 pp. Price, \$2; by mail of the SURVEY, \$2.16.
- DOURIS AND THE PAINTERS OF GREEK VASES. By Edmond Pottier. E. P. Dutton & Co. 91 pp. Price, \$2.50; by mail of the SURVEY, \$2.60.
- THE ECONOMIC HISTORY OF INDIA IN THE VICTORIAN AGE. By Romesh Dutt. E. P. Dutton & Co. 628 pp. Price, \$2.50; by mail of the SURVEY, \$2.68.
- HOW TO AVOID INFECTION. By Charles V. Chapin. Harvard University Press. 88 pp. Price, \$1.50; by mail of the SURVEY, \$1.55.
- IDLE DAYS IN PATAGONIA. By W. H. Hudson. E. P. Dutton & Co. 249 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.
- AN INTRODUCTION TO THE HISTORY OF SCIENCE. By Walter Libby. Houghton, Mifflin Co. 288 pp. Price, \$1.50; by mail of the SURVEY, \$1.60.

- MAN'S UNCONSCIOUS CONFLICT. By Wilfrid Lay. Dodd, Mead & Co. 318 pp. Price, \$1.50; by mail of the SURVEY, \$1.64.
- RECENT PROGRESS IN THE STUDY OF VARIATION, HEREDITY AND EVOLUTION. By Robert Heath Lock. E. P. Dutton & Co. 336 pp. Price, \$2; by mail of the SURVEY, \$2.14.
- SANITARY AND TENEMENT HOUSE INSPECTOR. Edited by John L. Pleines. Civil Service Chronicle. 42 pp. Price, \$1.25; by mail of the SURVEY, \$1.28.
- SUPPLEMENTARY MAGIC. By Elbiquet. E. P. Dutton & Co. 200 pp. Price, \$1.25; by mail of the SURVEY, \$1.33.
- SELECTED ARTICLES ON MILITARY TRAINING IN SCHOOLS AND COLLEGES INCLUDING MILITARY CAMPS. (Debaters' Handbook Series.) Compiled by Agnes Van Valkenburgh. H. W. Wilson Co. 208 pp. Price, \$1.25; by mail of the SURVEY, \$1.34.
- SELECTED ARTICLES ON MINIMUM WAGE. (Debaters' Handbook Series.) Compiled by Mary Katharine Reely. H. W. Wilson Co. 202 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.
- THE MAN IN COURT. By Frederick DeWitt Wells. G. P. Putnam's Sons. 283 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.
- CENTRAL EUROPE. By Friedrich Naumann Alfred A. Knopf. 351 pp. Price, \$3; by mail of the SURVEY, \$3.16.
- SELECTED ARTICLES ON CAPITAL PUNISHMENT. (Debaters' Handbook Series.) Compiled by C. E. Fanning. H. W. Wilson Co. 299 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.
- SELECTED ARTICLES ON NATIONAL DEFENSE INCLUDING COMPULSORY MILITARY SERVICE. Vol. II. (Debaters' Handbook Series.) Compiled by Agnes Van Valkenburgh. H. W. Wilson Co. 204 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.
- IS CHRISTIANITY PRACTICABLE? By William Adams Brown. Chas. Scribner's Sons. 264 pp. Price, \$1.25; by mail of the SURVEY, \$1.37.
- MONEY: WHAT IT IS AND HOW TO USE IT. By William R. Hayward. Houghton Mifflin Co. 161 pp. Price, \$1.80; by mail of the SURVEY, \$1.88.
- TRAINING THE CHILDREN. By James L. Hughes. A. S. Barnes Co. 148 pp. Price, \$1.60; by mail of the SURVEY, \$1.66.
- WHEN THE SUN STOOD STILL. By Cyrus Townsend Brady. Fleming H. Revell Co. 308 pp. Price, \$1.35; by mail of the SURVEY, \$1.47.
- THE OFFENDER AND HIS RELATIONS TO LAW AND SOCIETY. By Burdette G. Lewis. Harper Brothers. 382 pp. Price, \$2; by mail of the SURVEY, \$2.20.
- THE IMMIGRANT AND THE COMMUNITY. By Grace Abbott. Century Co. 303 pp. Price, \$1.50; by mail of the SURVEY, \$1.65.
- EDUCATION AND LIVING. By Randolph Bourne. Century Co. 236 pp. Price, \$1.25; by mail of the SURVEY, \$1.38.
- "MADEMOISELLE MISS." W. A. Butterfield. 102 pp. Price, \$1.50; by mail of the SURVEY, \$1.55.
- AFRICAN ADVENTURES. By Jean Jenyon Mackenzie. Central Committee on the United Study of Foreign Missions, West Medford, Mass. Price, \$3.30 paper covers, \$5.00 boards; by mail of the SURVEY, \$3.35 or \$5.55.
- THE LIBRARY OF CHRISTIAN COOPERATION. Prepared by Charles S. Macfarland. Missionary Education Movement. Six volumes. Price, \$5. carriage extra; separate volumes, \$1 each; by mail of the SURVEY, \$5 and carriage.

Communications

DR. FRIEDLAENDER'S ARTICLE

TO THE EDITOR: Americanizing the Jewish Immigrant in the May 5 SURVEY is a very important paper for all true Christian patriots to read and ponder and practice. My heart goes out to these strangers in our enlightened land. Always have I appreciated this wonderful race of people from my boyhood in New York to my world-wide travels and experience, the race that gave us the newer and high ideals of the Hebrew prophets and of the great "Jewish Reformer," our dear Lord and Master, Jesus Christ.

HENRY M. HALL.

[89 years old.]
Pittsburgh.

DAYLIGHT SAVING

TO THE EDITOR: From the article on Daylight Saving in your issue of May 5, it

seems that the writer thereof is in error when he states that the movement is one for setting back the clock. The Daylight Saving plan proposes to set the clocks forward one hour, this being the arrangement wherever it has been tried, including the twelve countries of Europe which have adopted it. Your writer also states that the plan does not, for the great majority of the workers, transfer a work hour from the hottest part of the day to a cooler one. This is exactly what the plan does when the clocks are moved forward. A cool morning hour of work is substituted for an hour of work in the afternoon. In other words, workers begin an hour earlier and leave an hour earlier.

Your writer is also in error when he states that in the summer months the plan does not appreciably diminish the amount of industrial work carried on under artificial light and so diminish the number of industrial ac-

cidents. This is exactly what the plan has done as, from the testimony of many, the English parliamentary commission and the French commission have recently observed. The great value of the plan to us in the present crisis lies in the fact that it will enable at least 20,000,000 workers engaged in manufacturing, transportation and other industrial occupations to utilize an extra hour of daylight after the work-day is over for intensive gardening.

Your writer expresses a fear that new danger to health might result if the extra hour will come out of those usually given to sleep. The English Parliamentary Commission reports as a result of all the evidence received that while in a certain number of districts a tendency to shorten sleeping hours was noticed, the fears which were entertained in the matter have not in the main been justified. The opinion of a very large majority and the enthusiastic opinion of a great number of authorities in Great Britain is that the children benefited by the operation of the daylight saving act both by receiving the extra time which they were able to spend in the open air and also because of the cool air gained in the morning in place of a trying hour in the heat of the afternoon. Many authorities reported that the children have been brighter and fresher in consequence. This view was confirmed by medical testimony received by the commission.

DANIEL BLOOMFIELD.

Boston.

[The phrase "setting back the clock" was, of course, a slip (as the context, indeed, revealed), and the plan will, as the writer points out, secure an afternoon hour for gardening and other social advantages. Yet we do not yet see how, for the industrial worker, starting an hour earlier will transfer an hour of work from the hottest part of the day. A cool morning hour is substituted for a warmer hour in the late afternoon. Nor do we see how stopping at four instead of five o'clock can, in summer, reduce industrial work under artificial light. The paragraphs did not oppose the daylight saving movement, but exposed exaggerated claims for it, which, by leading to disappointment, might stand in the way of its success. Despite the fact that the United States is so much further south that we should not gain as much as the British Isles by the plan, it is one which has our hearty interest and approval.—EDITOR.]

NEW NAME?

TO THE EDITOR: If your columns are open for the discussion of the change of name for our National Conference of Charities and Correction, as proposed by President Almy, I submit my reasons for opposing a change. First, the present name is appropriate, definite, and sufficiently inclusive to cover the widest range of activities for social betterment. Second, if charity is love, it is a personal virtue to be exemplified by service and sacrifice to prevent human suffering in all its manifestations, and its call to duty is the most urgent and inviting call which can be used to spur effort. Third, correction is the relief of ills which charity has not prevented because of our imperfect obedience to its calls to duty. It is the second greatest duty set before humanity for its protection and advancement. Our hospitals, prisons and shelters are conveniences of relief and correction, which must continue until the works of charity have been perfected. Fourth, to abandon these blessed invitations to service and sacrifice which challenge the cooperation of all which is wise, skilful, enduring and patient in our social life, and to substitute less definite objectives of service, is to invite the danger

of becoming what St. Paul would call a national conference of sounding brass and tinkling cymbals.

It is unfortunate that the word charity is used in our statute books to describe the works performed under the compulsion of law and the support of the tax-gatherer. This fact, however, need not obscure the beauty of duty exemplified by voluntary service and sacrifice, which is true charity, or frighten away those who place too much stress upon an apparent misconception of the real values of the word. Charity is the science of prevention. Correction is the science of relief and cure. Joined together to compass all which words can express of the meaning of such service, their abandonment for the proposed platitudes of nothingness would be criminal folly.

C. E. FAULKNER.

Minneapolis.

TO THE EDITOR: Will you submit my suggestion for a new title for the National Conference of Charities and Correction to your readers? Of recent years the discussions of the conference have outgrown the bounds of what is ordinarily known as social work. Its members are tested not by their creeds, but by their achievements.

There are in this country today Socialists who do not believe the charity workers are acting in good faith, and social workers to whom it does not occur to take the Socialists seriously. We have labor unionists who cannot put their faith in uplift movements officered by men who employ strike-breakers, and single-taxers who laugh at any movement for social betterment promoted by the rich landlord. We have converted the terms "radical" and "conservative" into epithets of mutual denunciation.

Part of this friction and distrust is inevitable and wholesome; but even more of it is wasteful of energy and based on misunderstanding. Why should the conference not gather in and amalgamate these warring forces; why should its title not serve as a countersign which would put the acid test to the honesty of purpose of those who confer?

Why not call it the National Conference on the Abolition of Poverty and Crime? Alexander Johnson has written his hearty endorsement of this title and says he will be glad to lead the fight for it at the conference. The last two words were his suggested concession to those who do not believe that crime will disappear automatically with the abolition of poverty.

Two generations ago the term "abolitionist" needed no explanation to the people of this country. Why can we not resurrect the term to serve our generation?

CONSTANCE LEUPP TODD.

Somerset, Md.

MOTHERCRAFT MANUAL

TO THE EDITOR: My attention has been called to the review, in your issue of March 10, of the Mothercraft Manual. I beg to express my appreciation of your interest in the manual and to acknowledge indebtedness to the reviewer. The following inaccuracies in quotation or inference are evidently oversights of the reviewer:

1. "Indiscriminate advice to increase carbohydrates in the diet." On pp. 66-7 special attention is called to the need of slight increase, and the advantages of a small baby at birth.

2. The "toxin-free" diet is discussed at length on page 67. The term is one commonly used at Battle Creek Sanitarium, and Dr. J. H. Kellogg would doubtless furnish further discussion of it.

3. In the tabulation of causes of infant mortality, neither prematurity, prenatal and natal injury have been ignored. See page 378, figures quoted from U. S. census.

4. "Miscarriage and kidney complications, the two great dangers of pregnancy, are not mentioned." Referring to the index, these are dealt with on pages 64, 68, 69, 359, 378, 379.

The reviewer's objections on the following points are not in accord with the most recent experiments, studies and conclusions of leading authorities:

1. The possibility of an hereditary taint in tuberculosis, and the disqualification of a tuberculous condition for parenthood. Of those who would disagree with the reviewer's standpoint are Davenport and H. E. Jordan among biologists, and Knopf, Kober, Edgar, Cragin, Osler among physicians.

2. The effects of alcohol, when taken by the parent, upon the germ-plasm, embryo or nursing. The studies of Kraepelin, Hodge, Laitinen, Berthelot, Brandthwaite, Stockard, Gordon have added much to our knowledge on this matter in the last few years.

3. Nitrous oxide oxygen as a thoroughly satisfactory anesthetic in labor cases. This is of value only in short cases. Because of certain dangers and difficulties in its use, it is even now being discarded by many obstetricians and dentists. . . .

Mothercraft includes vastly more than simply infant care. The distinct purpose, as set forth in the manual, was to discuss comprehensively in one volume the range of problems which every young woman who marries must face practically. If systematic discussion is considered ambitious, what shall we say of our present custom of neglecting through education for their practice?

MARY L. READ.

New York

ARKANSAS "SLOTH"

TO THE EDITOR: I beg to thank you for the copies of the SURVEY of March 24 containing the article on Pictures for the Cure of Legislative Sloth. We regret very much that such an expression as "legislative sloth" should have been used in connection with the Arkansas legislature in this matter.

The legislature, in 1915, immediately passed, by unanimous vote in each house, a resolution appointing the above commission to "ascertain the conditions and needs of the feeble-minded in Arkansas and to report their findings and recommendations to the next General Assembly. This was the very first time the matter had ever been presented to the legislature.

At the next biennial session, recently closed, the legislature passed the bill creating and appropriating for a school for the feeble-minded—the very first time the proposition had ever been made to a legislature in this state. So apologies are in order when you speak of sloth in their connection.

As to the State Board of Charities "conducting largely" "an aggressive fight" for the proposition—that body, while friendly to the matter had nothing whatever to do with getting the institution created and took no part in the preliminary work.

DURAND WHIPPLE.

[Secretary Arkansas Commission
for the Feeble-minded]
Little Rock

MARTIN KALLIKAK'S FAMILY

TO THE EDITOR: I am an enthusiast of eugenics, consequently was greatly pleased to see your article about the Kallikaks, though I was as greatly shocked by the lack of thoroughness of the educational campaign of the Public Charities Association of Pennsylvania.

That they should want a state village

for feeble-minded women, is very well, but what about the feeble-minded men? The short history of the "wild oats family" of Martin Kallikak tells us that the Revolutionary soldier had one son by the feeble-minded girl he met; that this son also was feeble-minded and that he, in turn, had many feeble-minded children. This would imply to every reasoning person, that the feeble-minded man is just as much of a menace to the race as the feeble-minded woman and more so. A woman can have only one child in nine months, or two at the worst. The number of children a man may have is almost illimited, especially if one consider the morals of a feeble-minded person.

This the Suisse authorities have not failed to recognize, when they ordered the segregation of the cretins that scourged their country. They also separated the sexes absolutely so that in a generation there were no more cretins left.

I hope sincerely that the members of the legislature have seen the importance of this side of the question too; they will understand that if they fail to segregate the men as well as the women they shall never obtain the result which the forward-looking people of Pennsylvania have set their hearts on.

MAGDA TELKES, M. D.

Schenectady, N. Y.

[The attempt to secure rural, custodial care for feeble-minded women, reported in the SURVEY for April 7, is not to be taken as evidence that the feeble-minded man was left entirely out of consideration. It only means that the woman was chosen as the first step in the stamping out of mental deficiency, because she represents the greater danger to the race. With the present organization and moral code of society it is far more probable that feeble-minded girls will bear children than that normal women will choose feeble-minded men as the fathers of their offspring. Feeble-mindedness in a woman puts a premium on her sex function; feeble-mindedness in a man puts a discount on his earning capacity and therefore, except with feeble-minded women, makes him ineligible as the head of a family.—EDITOR.]

CONNECTICUT HOURS OF LABOR

TO THE EDITOR: The Consumers' League of Connecticut is glad of an opportunity to reply to various criticisms of its hours of employment bill printed in the SURVEY of March 10. The first criticism is that the phrase, "no minor under sixteen years of age and no woman" does not necessarily include girls between sixteen and twenty-one." The labor committee had already been asked to add to the phrase the words "and no girl over sixteen," so that the criticism was not to the point.

The second criticism is that "the two age groups 'no female under sixteen years of age' and 'no female over sixteen years of age' certainly omit girls of sixteen." Connecticut statutes recognize children of fourteen and fifteen as over fourteen and under sixteen. No class is recognized as remaining sixteen for a year. Since a child is "going on seventeen" after his sixteenth birthday and soon becomes "sixteen years and three months," it is difficult to regard any group of children as definitely sixteen. It is no easier to regard a child as remaining sixteen for a whole year than it would be to think of him as remaining sixteen years and three months for a whole year.

The article goes on to say that "none of the four labor bills restricts labor to six days in the week." Section 1369 of the general statutes of Connecticut forbids under penalty of a fine "exposing any property for sale or keeping open any shop, warehouse or any manufacturing or mechanical estab-

lishment between twelve o'clock Saturday night and twelve o'clock Sunday night." It is because of this law that the munition factories are employing women only five nights in the week. This law is a general statute and is therefore enforced by the local police. To incorporate such a provision into the hours of employment statute would put its enforcement upon the factory inspector and would establish a dual system which would probably result in lax enforcement.

Moreover, the local police with their hundreds of officers always within call are far better equipped to enforce such a law than the factory inspector with only eight deputies for the whole state.

The article further criticizes two of the bills for not asking for a ten-hour day for mercantile establishments on the ground that "a weekly limit without a daily limit in stores is unenforceable." Such a provision existed in the Connecticut law until 1913, when it was taken out for the following reason: It became necessary for stores that were open from 8 A.M. until 10 P.M. one or two or three nights in the week and all of Christmas week, to employ a double shift of women workers in order to cover the period and obey the law. This double shift arrangement opens the door to constant violations of the law, since it is impossible for an inspector to know from the employment notice what the hours of work of any individual girl are. Those who are interested in the enforcement of the law are therefore working now for a nine o'clock closing hour which is easily enforceable and accomplishes far more for the girls.

The last criticism related to the failure of the Connecticut organizations to ask for "an opening hour in mercantile establishments," as well as a closing hour. There has been a remarkable trend in the Connecticut stores the last few years toward later opening. Six or seven years ago all of the stores opened at eight o'clock in the morning. Then a general eight-thirty opening was adopted. A year ago the New Haven stores began to open at nine on Saturday morning, and last January the Hartford department, grocery and most of the specialty stores adopted a nine o'clock opening throughout the week. The spirit toward shorter hours in the stores is spreading in Connecticut without legislation, and to legislate that they shall not be open before six or seven o'clock in the morning when the tendency is toward opening at nine would seem purposeless.

Attention may be called to a statement made in another article in the same issue of the SURVEY that "because some people [in Connecticut] believe the state 'is not ready' for an eight-hour law [for children] a nine-hour law has been introduced." This statement is not correct. Connecticut may be ready for an eight-hour law, and believing it may be the Consumers' League has been working to secure the passage of the National Child Labor Committee's bill for an eight-hour day for the children.

MARY C. WELLES.

[Gen. Sec'y Consumers' League
of Connecticut]
Hartford.

THE NEWGATE LETTER

TO THE EDITOR: May I beg the privilege of saying a word in answer to the criticism in the SURVEY for April 21 of my Life of Elizabeth Fry? The critic says: "The utter inability of the reader to tell how much of this book is fact and how much is Mrs. Richards . . . is its chief defect," and calls to witness the letter from the women of Newgate, which I print "with no question as to its having actually been written by them."

It would be strange indeed if I should confound romance with biography, as your critic

suggests, and interpolate my own fancies in a record, which, though slight, aims to be faithful. The letter in question is given as "from the prisoners of Newgate," it is taken verbatim from the Memoir of Elizabeth Fry by her daughters (1845). I never supposed, nor did it occur to me that others would suppose, that the prisoners actually wrote the letter; it was probably written for them by some kindly official or visitor with a taste for the sententious; that it was, as I have said, "from the women of Newgate," that is, composed at their request and sent by them, there seems no reason to doubt.

The material for my little book was drawn entirely from the above-mentioned memoir, and from The Gurneys of Earlham, by A. J. C. Hare. May I add that it is not intended for children, but for young people of high school and college age.

LAURA E. RICHARDS.

Gardiner, Me.

BREAD OR BEER

TO THE EDITOR: Just to get the record clear, let me say that the brewing business has changed so greatly since 1896 that the figures Mrs. Tilton uses [the SURVEY for April 21] as to materials employed at that time are thoroughly misleading. Our estimate is that the actual amount of raw materials (in grains) used in brewing last year consisted of 48,000,000 bushels of barley, 17,000,000 bushels of corn and 2,000,000 bushels of rice, or less than 1 per cent of the grain production of the country. Of this, from one-third to one-half goes back to the farm in the form of by-products, such as barley screenings, malt sprouts and dried brewers' grains, which are exceedingly valuable for dairy purposes.

We exported last year 5,000,000 bushels of malt for brewing purposes in England, Ireland and other countries. It is not generally known that only the best barley is suitable for malting purposes, and this commands a high premium. The balance of the crop is sold for cattle feed purposes, in competition with oats.

The brewers have done a vast amount of work to encourage the barley farmers in the production and development of barley. The crop is already sown, and it is practically unused in this country for purposes of human food except in the form of beer.

Dr. Sorensen, the great Danish physiological chemist who is in charge of the research laboratories at Copenhagen, shows that 100 kilograms of barley have an energy value of 371,000 calories. This quantity of barley will produce 4.5 kilograms of malt sprouts, 26.0 kilograms of dried brewers' grains, 2.0 kilograms of yeast, 3.6 barrels of beer (figuring the alcohol at 3½ per cent).

The total energy value of these sprout-dried grains, yeast and beer is 325,000 calories, so that in converting grain into beer there is a loss of only 46,000 calories, or 12.5 per cent; and this small loss always takes place, according to Dr. Sorensen, when raw materials are transformed into digestible food products.

I have just learned that the Belgium authorities in 1915 arranged through the Relief Commission to supply the Belgium brewers with a portion of the indigenous grain for the purpose of keeping the breweries going.

The reports of the British Liquor Control Commission show that it was necessary to let the munition workers, miners and dock laborers, and, in fact, the industrial workers generally, have their beer. Will not the American wage-earner have something to say about the matter?

HUGH F. FOX.

[Sec'y U. S. Brewers' Ass'n.]
New York.

TO THE EDITOR: Mr. Fox says that my figures about the food values going yearly into beer are misleading. When we both wrote, the government had not given recent figures and I based my computation for 1915 upon the increased production of 66 per cent as compared with 1896. We now have the official report for 1916, so there need be no further estimates.

The Department of Agriculture now reports that the food material going in 1916 into fermented liquor amounted to 3,004,754,590 pounds (see table 204-1). Professor Carver finds that the figures for distilled liquor from the Internal Revenue Office for the year 1916 amount to 3,603,911,916 pounds. Adding these together, we find a total for 1916 (fermented and distilled spirits) of 6,608,566,006 pounds. This does not include about 80,000 bushels of extra materials.

Dr. Percy Stiles and Dr. Walter Cannon (food experts at the Harvard Medical School) state over their signatures that 5,833,000,000 pounds of this material have caloric values enough to feed 7,000,000 men for an entire year, so that my statement comes out, now that the real figures are in, well inside the facts.

Now about the offals from beer. In a splendid hearing on war prohibition last Tuesday at our governor's office, Professor Carver (economics at Harvard) said that while the refuse from beer had food value left in it that could be fed to live stock, the offals from flour had a little more food value, so the question was simply this: Is it better to turn grain into flour which builds up, or into beer which breaks down? Thrift would say flour and flour offals, not beer with its offals of less value.

As for the fact that the barley is already sown, Professor Carver says that poultry men are killing their hens because grain is so high and the barley used on farms would divert grain to hens and so help to ward off an egg famine.

Mr. Fox notes that the Belgian Relief Commission allowed a portion of the barley available to be used for beer. My answer is that because England and Belgium have been weak about beer is no reason why we should be weak.

If Mr. Hoover has had to carry barley on his relief ships or divert indigenous grain to breweries in Belgium, my belief is that this experience will make him all the stronger in believing that his own country should commit no such criminal waste.

I do believe we should appoint committees to help the bartender and brewery worker out of the saloon and breweries into the million gaps now left in industry. It is hard to see one's business upset, but war demands sacrifice, and just now the transition will be easier than at any other time, for the question now is not where can we find a job for a man, but where can we find a man for the job.

As for Mr. Fox saying that there may be riots if we take away the wage-earners' beer, I think there is more likelihood of there being riots if we take away the wage-earners' bread.

ELIZABETH TILTON.

Cambridge, Mass.

THE COST OF LIQUOR

TO THE EDITOR: War figuring has now taken hold of the question of prohibition. In your issue of April 21, on pages 65 and 66, Elizabeth Tilton states: "Adding together beer and distilled liquors, I find that we have used in 1915, in brewing and distilling, approximately enough calories or food values to support an army of over one million hardy men for seven years; that is to say, there are calories in that material equal to doing his. They would, of course, have to be given in variety."

The *Annalist* for April 23 states on page

556 that "Secretary Houston's rough estimate of 145 million dollars, the figure which he gave to Congress in asking for control of the food situation. . . ." This has reference to the value of farm products that enter into the manufacture of distilled and malt liquors.

And, finally, the public press has quoted President Waters, of the Kansas Agricultural College, as stating that with all the breweries and distilleries closed, there would be a saving of 600,000,000 bushels of grain to add to our limited food supply.

Evidently these authorities do not agree, for if Mrs. Tilton can feed 7,000,000 hardy men for one year on a value of \$145,000,000, there should be no criticism of the high cost of living. Similarly, if President Waters' estimate of 600,000,000 bushels of grain were saved at a cost of \$145,000,000, there would be a very serious shortage of grain in the near future because the farmers could not afford to produce grain at such prices.

G. N. LAUMAN.

[New York State College of Agriculture]
Ithaca.

TO THE EDITOR: Secretary Houston says the food materials that go into liquor cost yearly about \$145,000,000 and I (or later, Prof. Irving Fisher, Dr. Walter Cannon and Dr. Percy Stiles) say that these foodstuffs have caloric value sufficient to support 7,000,000 men for an entire year, only I add that they must be given with variety. Mr. Lauman says that means that a man can live on about six cents a day, so why all this cry about the high cost of living?

But Mr. Lauman did not quite take in that Secretary Houston's figures probably apply to the raw grain and that we are not horses eating raw oats or calories in the open field. We are human beings, eating the calories in grain at a dinner table; that is, eating them after they have gone through many expensive processes. The cost of the calories in the raw may be \$145,000,000, but the cost of those calories in my corncake this morning is a different and a dearer story.

ELIZABETH TILTON.

Cambridge, Mass.

INSURANCE FACTS

TO THE EDITOR: In your issue of March 3 appears a very comprehensive propagandist review of compulsory health insurance by Dr. I. M. Rubinow. In that review he virtually admits that as the result of four years of effort without opposition until the last six months, the bill drafted by the American Association for Labor Legislation has been introduced in a few states, and bills for the appointment of commissions to study the subject, in a few other states. He does not expect the health bill to pass anywhere this year, but is hopeful of the future.

The whole theory of compulsory health insurance is one of unsound social reform, emanating from departments of sociology and economics of various institutions of learning. It found converts and supporters chiefly among sociologists and welfare and charity workers—because it is charity. Dr. Rubinow is insistently trying to promote the view that compulsory health insurance is but an extension of workmen's compensation, but he knows better. Compensation—compensates. Industry damages labor, and the law regulates the compensation. That principle is sound. Compulsory health insurance seeks to create a tremendous burden of involuntary charity contribution, under an unwieldy and expensive system. It does not contemplate the discharge of incurred debt or liability. It argues insufficient wage to be supplemented by enforced charity. If this is a wage question, why not deal with it as such? If it is charity, why not deal with it as such?

It isn't insurance. There are only two principles of insurance: 1. Between individual and corporation, where the individual pays the agreed upon premium, the corporation assumes all the risk and takes the chance of profit. 2. Where individuals combine to mutually indemnify one another.

But this scheme is not insurance, and it is not founded upon a correct principle of insurance. For the state to include some and exclude others—to charge one class double—to create liability for the employer who is not responsible—to act as a collection bureau for doctors—and to lay a discriminating tax burden upon the taxpayer, does not in any way represent insurance. It is a propaganda of false economy to promote a system of indemnification for recognized waste.

The ever-growing sentiment against the measure is due to the awakening of capital, industry and labor to the unwholesomeness of the plan. It is significant, that every large organization of business or labor goes on record against the measure just as soon as it has had time to study the subject.

The true course would be a nation-wide campaign of prevention. If we can inaugurate reforms that will save any part of the present waste, and at the same time ameliorate human misery and suffering, let us do so. But this proposition of allowing a waste of \$600,000,000 to continue and to propose spending \$800,000,000 annually to cover the damage, and with full knowledge that the new system will create another waste of more than \$500,000,000, is simply preposterous.

Let us give the public the true facts of conditions and correctives; of loss and cost—of cause and effect—then the public can and will properly judge the matter.

WILLIAM GALE CURTIS.

[Chairman Educational Committee,
Insurance Economics Society of
America]

Detroit.

TO THE EDITOR: It is impossible in a brief rejoinder even to enumerate all the misstatements crowded into Mr. Curtis' letter.

1. It is not true that the organized health insurance propaganda has been going on for four years. The first tentative draft of the bill which opened the campaign was not published until November, 1915.

2. In stating the results of the propaganda up to date, Mr. Curtis disregards the most important achievements—two favorable reports of state commissions and endorsement by two governors.

3. It is not true that "every large organization of labor goes on record against the measure just as soon as it has had time to study the subject." My own information is just the opposite. For instance, in October, 1916, the California State Federation of Labor refused to endorse health insurance, on the plea that it did not know enough about it. At present it is working for the constitutional amendment in favor of health insurance.

4. To Mr. Curtis' undisguised contempt for "departments of sociology and economics of various institutions of learning, and welfare and charity workers" the readers of the SURVEY need no reply.

5. As to the argument that health insurance isn't insurance at all—my advice would be to study, at least superficially, the enormous European literature on social insurance. For instance, the German "society for all branches of insurance science" has two distinct sections—for private insurance and for social insurance. Of course, Mr. Curtis would simply reply—that one can prove nothing by German experience—don't they have a Kaiser?

6. Mr. Curtis' figures as to cost are purely imaginary, of course. But an insurance

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YOU, as a SURVEY reader, have information on the social aspects of war problems and the wartime aspects of social problems which are possessed by only one person in 8,000 in our country. You have the unique service of news and opinion on every phase of social and civic advance which is the peculiar property of SURVEY subscribers.

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man's objection that insurance costs more than the loss it covers, is at least interesting. I would have presumed him to know that it takes \$450,000,000 of fire insurance to cover \$250,000,000 of fire loss. I find, for instance, that in 1915 the National Casualty Company, of which Mr. Curtis is president, has collected \$749,256 in premiums for accident and health insurance; paid to its policyholders for losses sustained, \$310,475 or 41 per cent, to its agents in commissions \$296,864 or 40 per cent and in other expenses \$154,313 or 19 per cent. Would Mr. Curtis also assert that these results are "simply preposterous"? As a matter of fact, all social health insurance systems spend for their administrative expenses from 10 per cent to 15 per cent of the net cost, against 100 per cent to 150 per cent by private health insurance companies.

6. "It is," says Mr. Curtis, "propaganda of false economy to promote a system of indemnification for recognized waste." Why then write health insurance at all?

7. The suggestion for a reform that "will save any part of the present waste and at the same time ameliorate human misery and suffering" is a very commendable one. Health insurance endeavors to do just that. I think the readers of the SURVEY will agree that the elimination of misery and suffering is even more important than the saving of the waste. There is waste in an average of six or nine days of sickness. Perhaps there is also waste in the average loss of 52 days of Sunday rest. I don't know, but I am not worried. There is waste in smoking, in ice cream sodas, in going to vaudeville shows. Perhaps we can afford all this waste, but we cannot afford to let misery and suffering go unaided. That is the real social purpose of insurance.

"Let us give the public the true facts," exclaims Mr. Curtis. Massachusetts did that in appointing a commission. California did that in appointing a commission. As a result the constitutional amendment is in, and has the support of organized labor. Ohio just passed a bill for a commission; other states will follow suit. Very soon the public will know, and the public will act.

I. M. RUBINOW.

[Executive secretary, Committee on Social Insurance, Am. Medical Ass'n.]
New York.



JOTTINGS

WITH the publication of a Teacher's Handbook for use in connection with physical training in schools, a new organization of and for boys announces its establishment on a national scale. This is the Pioneers of America, for boys from 8 to 12 years or the "pre-scout" age. Judge Ben B. Lindsey is honorary president and Frederick M. Davenport, Oscar S. Straus, and M. Woolsey Stryker are honorary vice-presidents.

THE People's Forum of Oshkosh, Wis., has found as a result of its first year's work that people will not only attend forum meetings—there were twelve of them with an average attendance of 900—but that they will pay for it. The guarantors were not called upon for any money as the free will offerings paid the expenses, running about \$75 an evening, and left a small balance at the end of the season.

LIFE'S CLINIC, the "series of sketches written from between the lines of some medical case histories," for the SURVEY by Edith

Houghton Hooker, has been brought out as a trim and attractive pamphlet by the Association Press. Single copies are 25 cents with special prices for orders in quantity for use among boys' and girls' clubs and classes—a use to which individual chapters have already been put in large numbers by social hygiene organizations in the West. (124 East 28 street, New York.)

ESTIMATING A FAMILY BUDGET, by Florence Nesbitt, field supervisor in the Aid to Mothers Department of the Juvenile Court of Cook County (Chicago), has been added as a new and timely chapter to the revised edition of *The Charity Visitor*, a Handbook for Beginners, by Amelia Sears, just published by the Chicago School of Civics and Philanthropy. (50 cents, 2559 Michigan avenue.)

SOME sixty people have signed a call to the First American Conference for Democracy and Terms of Peace, to be held at the Holland House, New York city, May 30-31, "to clarify public opinion on the issues arising out of America's participation in the war; to devise means for safeguarding American liberty and democracy; and to formulate the demands of forward-looking Americans as to the terms of the coming peace." Among the signers are Simon N. Patten, Harry A. Overstreet, Joseph D. Cannon, Emily Greene Balch, Morris Hillquit, Judah L. Magnes, Sidney Strong, David R. Jordan and Scott Nearing. Labor and Socialist elements are active in the project.

NEW publications are *Inter-America*, to be published monthly in alternate English and Spanish editions by the Carnegie Endowment for International Peace as a means of distributing articles from the best magazines in the United States in Spanish-American and translations from the Spanish and Portuguese in this country, (\$1.50 yearly, Doubleday, Page & Co., Garden City, N. Y.); the *Red Cross Bulletin*, published weekly by the American Red Cross at Washington for the use of its rapidly growing chapters; and the *Charities Bulletin*, published by the New York city Department of Public Charities as a means of acquainting the public with the work of the department. (Municipal Building, New York city, John A. Kingsbury, managing editor.)

AFTER refusing once by a vote of five to four to accept the resignation of Prof. Scott Nearing, the trustees of Toledo University, the municipal university of Toledo, O., voted a week later to dispense with his services. The second vote stood four to three and was taken in the absence of two of the trustees who had voted favorably to Professor Nearing at the first meeting. Professor Nearing is dean of the College of Arts and Sciences, and professor of social science. He tendered his resignation some weeks ago, after criticism of his pacifistic utterances. In doing so he offered to leave whenever in the judgment of the trustees his presence became harmful to the university. Professor Nearing's dismissal by the trustees of the University of Pennsylvania, in 1915 precipitated a nation-wide discussion of "academic freedom." The present vote of the Toledo trustees calls for his withdrawal June 30.

EMERGENCY hospital use, to which it is expected buildings of every sort and description may be put in the near future, has led H. F. J. Porter to offer, without charge, his services in safeguarding these buildings from fire risks through means of his horizontal fire escape [the SURVEY for November 13 and December 25, 1915]. Mr. Porter's plan is to supply new divisional [Continued on page 182]

NOTABLE NEW PUBLICATIONS

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A physician's observation of individual cases which vividly reveal the terrible consequences of sexual sin. Well written, in simple, untechnical language, this booklet should prove a strong educative and preventive force in the campaign for pure living.

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DIRECTOR OF BOYS' AND YOUNG MEN'S WORK—Applications are being considered now for the position, vacant September 1st, of Director of Boys' and Young Men's Work in a large Settlement in a Jewish neighborhood. State age, experience, references and salary expected. Must be mature and have had some experience in the work. Address 2512 SURVEY.

DIRECTRESS to take charge of girls' Social Service Summer Camp at Oakhurst, N. J. Must have had previous experience in similar position. Give details as to age, references and salary expected. Address 2515 SURVEY.

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A Theological Education for One Dollar
A complete Harmony and Exposition of the Whole Gospel, in simple words and order.
Everyone May Understand the Word of God.
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93 pp. report of "STUDY OF LIVING CONDITIONS OF SELF-SUPPORTING WOMEN IN NEW YORK CITY," issued by the Young Women's Christian Association, 600 Lexington Avenue, price 25c.

The April 21

issue of the SURVEY was so popular that even the copies needed for bound volumes were sent out to subscribers before we knew they were gone. Subscribers who have finished with their copies will be of real service if they will return them to

THE SURVEY
112 East 19 St., New York.

JOTTINGS

[Continued from page 180]

walls or develop the old walls, running across the building from the basement upward. Through doorways in these walls patients may be taken from one side of the building to another, and a barrier provided against the spread of fire merely by closing the fireproof door. Besides the walls, Mr. Porter's only special equipment calls for roller casters on the bedposts, and an iron lifting strap by which the bed may be lifted slightly and rolled into the next section of the hospital. A fire signal warns nurses and attendants without attracting the special attention of the patients. The essential principle of Mr. Porter's plan is to provide ab-

solute safety at slight cost, and by simplicity of device.

FOR some time the exchange of ideas with Great Britain has been rendered exceedingly difficult by the restrictions imposed by that country on both the import and export of printed material. The regulations are not only severe but, apparently, very complicated so that it is always uncertain whether a book, pamphlet, press-clipping or document of any kind sent from either side will be allowed to pass. In reply to a complaint on this matter addressed to him as foreign secretary, Arthur J. Balfour writes from Washington to the SURVEY: "I am conscious of the difficulty which people in this country are experiencing in communication with England. The restrictions on the importation of printed matter into the United Kingdom, rendered necessary by the acute shortage of tonnage, and the regulations governing the export of printed matter rendered necessary in the past in order to check the passage of illicit communications, press hardly in many particulars on those who are engaged in the exchange of valuable information. . . . We are taking all possible steps to improve our system, and to make our regulations widely known. . . . I need hardly add that the exchange of information on all labor and social welfare questions between our two countries is one which we especially wish to encourage in every possible way."

SOCIAL LEGISLATION

EDUCATION was the chief beneficiary of this year's legislature in Wyoming. By codifying the school laws and especially by creating a state board of education, the state has taken a long step toward removing the administration of the school system from politics, in the view of many local educators. Heretofore there has existed only a state superintendent of public instruction, a constitutional officer, who is also secretary of the State Board of Charities and Reform. The new board of education is composed of seven members and must appoint a commissioner of education, who becomes the executive school officer of the state. It is expected that the new law will make possible definite advances in the standardization of Wyoming's scattered schools. Another law created the office of supervising matron, who is empowered to investigate the management and control of institutions under the State Board of Charities and Reform containing women or girls or men under twenty-five, and to recommend changes in their management.

"IN the last state legislature of Washington the influence of women was felt more than ever before. Suffrage seems to give a certain commanding tone to woman's voice," writes the Rev. Sydney Strong, of Seattle. "Of the thirty-three measures that the women's organizations of the state favored, nine became laws. The women sustained a kind of weather bureau at the capitol, called an 'information bureau' where the legislators could read the signs in the political sky. A law was passed establishing a single standard of morals. Hereafter what is adultery for women is likewise for men. Legislation was also provided for free kindergartens throughout the state. Hereafter, also, when the law refers to an unlawful death it applies to a mother as well as to a father. A bone-dry prohibition law was passed, without reference to the people. The legislature refused to restore capital punishment or to provide for military training in high schools,



although each of these measures passed one branch. There was no reaction in labor legislation, but a slight advancement. A measure similar to the recent law in Minnesota curbing freedom of speech passed the legislature, but was vetoed by Gov. Ernest Lister."

GOVERNOR CAPPER'S proposal to take the Kansas state service out of the loaves and fishes class by applying the city manager idea to the state was accomplished by the legislature recently adjourned. The new Board of Administration, which will have charge of all the state educational, charitable and correctional institutions, is composed of the governor ex-officio and three other members to be appointed by him at a yearly salary of \$3,500. The board will appoint a business manager and fix his salary. The supplementary proposal of an executive budget system was not adopted. Among important measures passed were those providing for city managers, marriage registration, a state detention home for women, mothers' pensions, highway work for convicts and changes in the workmen's compensation and child labor laws. Bills which failed included those providing for a nine-hour work-day for women, home rule for cities, four-year terms for state and county officers and compulsory eighth-grade education.

PERHAPS the most far-reaching piece of social legislation enacted by the recent Tennessee legislature was a general child-welfare law, drafted by W. H. Slingerland, of the Russell Sage Foundation, to regulate all aspects of the care of dependent and delinquent children, and all agencies and institutions which deal with them. The state Industrial School was made a placing-out agency, probably the first step toward making of it a school for dependent children, and a state child-placing department. The Boys' Training School will be removed to the Herbert Domain, a state tract of 11,000 acres, rich in timber, stone and coal, which will eventually become the site of a group of institutions. An appropriation to complete the Girls' Vocational School means the early end of state subsidies to private institutions doing this form of work. Capital punishment was re-enacted, but the contract labor system was abolished to take effect January 1, 1918. County prisoners must hereafter be fed three meals a day instead of two. The fee system for payment of county officials was displaced by salary payments. The state itself was put on a budget basis. The State Tuberculosis Association succeeded in getting a law enabling any county or group of counties to erect and maintain a tuberculosis hospital, and a special hospital for tuberculous insane is to be built by the state. The per capita allowance of all state institutions was increased to meet the high cost of food.

PERSONAL AND PROFESSIONAL

HORNELL HART has resigned as secretary of the City Club of Milwaukee to become assistant to Wilbur Phillips of the National Social Unit Organization in connection with its experiment at Cincinnati. He is succeeded in the Milwaukee City Club by Leo Tiefenthaler.

THIRTY-THREE women have registered in a ten-weeks summer course on civilian relief work given by the Texas School of Civics and Philanthropy, at Houston, in cooperation with the Red Cross. Nine students

who have just finished the first year's work of the school have volunteered their services in civilian relief for the summer.

PROF. C. M. BRUNSON has been elected president of Toledo's new welfare commission, by the members, who represent all classes in the city.

OFFICERS elected for the New Jersey State Conference of Charities and Corrections are: President, Robert L. Flemming, Jersey City; treasurer, Walter Kidd, Montclair; secretary, Earnest D. Easton, Newark.

PEARL CHASE, of Santa Barbara, is president, and Stuart A. Queen, of San Francisco, secretary, of the California State Conference of Social Agencies which meets a year hence at Santa Barbara.

EVELYN G. GARDINER has resigned as executive secretary of the Social Welfare Association of Grand Rapids, Mich., to take an extended holiday and rest. She is succeeded by Edward D. B. Lynde, who for several years has been secretary of the Associated Charities of New London, Ct.

SECRETARY of the Interior Lane has appointed Stephen T. Mather, of Chicago, director of the national park service recently provided for by Congress. Mr. Mather is not new to the work but has, in the past, given only part of his time to the supervision of the national parks. The new service was endorsed by most of the agencies interested in recreation.

NEW officers for the National Community Center Conference are, president, John Collier, New York; vice-president, Mary Follett, Boston; secretary, Edward L. Burchard, 123 West Madison street, Chicago. Of the Open Forum Council, which met at Chicago the same time (the SURVEY, May 5), president, George W. Coleman, Boston; vice-presidents, the Rev. Percy S. Grant, New York; Morris H. Turk, Kansas City; secretary, Harold Marshall, Melrose, Mass.; treasurer, E. F. Sanderson, New York.

ONE has still to go to Europe to find a man who has been at his job for forty years. If such a man has not only grown in accumulated experience but has been able through these long years to absorb new ideas, to adapt his professional skill to new conditions, to redirect his aim to meet new issues, then the society which commands his services is to be congratulated indeed. J. T. Strang, secretary of the Glasgow Charity Organization Society, we are informed, is retiring after just such a career. He has seen as complete a change from the older notions of charitable relief to the newer aims of preventive and remedial philanthropy as any man. It is significant for this change of spirit during a life time of social service that the current issue of *Organised Help*, the organ of the Glasgow society, is filled with discussion of political, industrial, educational and moral problems which have arisen from the war.

ZILPHA D. SMITH has retired as associate of the Boston School for Social Workers because of need of rest. Her twelve years in the school followed her much longer service as secretary of the Boston Associated Charities. Announcement of her retirement was made the week of the publication of Mary E. Richmond's volume, *Social Diagnosis*, dedicated "To Zilpha Drew Smith, whose steady faith in the possibilities of social case work has been the inspiration of this book and of its author." She is succeeded by Lucy Wright, formerly a district secretary in the Boston Associated Charities and for the past

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This convenient and handsome 32 page book contains words, authentic melody and piano accompaniment of the 19 best known and most popular patriotic songs. This book will be in wide demand among churches, lodges, clubs and gatherings of all kinds where patriotic songs will be the rule.

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ten years superintendent of the Massachusetts Commission for the Blind. Grace T. Willis of Lincoln House and Jane R. McCrady of Ellis Memorial Club, two leading Boston social settlements, have also joined the school staff for part-time work.

EMIL E. FUCHS has been appointed by Mayor Mitchel a judge of the magistrate's courts in New York city—the courts more and more recognized as neighborhood or people's courts, which are frequently the first point of contact between the bewildered alien and American institutions and call for a generous fund of human understanding on the part of the judge. Magistrate Fuchs' boyhood was spent in the University Settlement, and in early manhood he was associated with such men as Charles B. Stover, J. K. Paulding, J. B. Reynolds, Henry Moskowitz, Samuel Rosensohn and many other civic and social leaders.

GRACE ABBOTT, of Chicago, has been appointed head of a division in the Children's Bureau, Department of Labor, to enforce the federal child labor law. She began her duties May 1. For the last seven years Miss Abbott has been director of the Immigrants Protective League of Chicago, a resident of Hull-House and an active participant in the civic life of Chicago. Her sympathetic study of the immigrant and the Community, just published, reveals her clear understanding of industrial matters. The federal child labor law goes into actual effect September 1. Before that date a tentative draft of the rules and regulations for its enforcement will be issued. All the positions required for the administration of the law are under the civil service, and it is understood that special examinations will be announced shortly. "Certainly this," writes a Washington correspondent, "is no easy moment for launching the new law, yet at no time could it be more important to show that the government has entered upon a policy for securing an equal measure of protection to every child. Indeed the prospect of war reminds us of the grim fact that the wise protection and training of the children now alive may come to be our chief assurance of continuing our present level of national life."

CALENDAR OF CONFERENCES

Items for the next calendar should reach the SURVEY before June 13.

MAY AND JUNE.

BOYS' WORK CONFERENCE, Buffalo, N. Y., May 22-24. Sec'y, C. J. Atkinson, 1 Madison avenue, New York city.

CHARITIES AND CORRECTION, National Conference of, Pittsburgh, Pa., June 6-13. Sec'y, W. T. Cross, 315 Plymouth court, Chicago.

CHARITIES AND CORRECTION, New York City Conference of, Brooklyn, Manhattan and Dobbs Ferry, May 22-24. Sec'y, John B. Prest, 287 Fourth avenue, New York city.

CHILDREN'S HOME SOCIETY, National, Pittsburgh, June 4-6. Sec'y, Wilfred S. Reynolds, 209 South State street, Chicago.

CHURCH WORK, Conference for, Cambridge, Mass., June 22-July 7. For further information, address Miss Marian DeC. Ward, 415 Beacon street, Boston.

CIVIL SERVICE COMMISSIONS, National Assembly of, Boston, June 13-15. Sec'y John T. Doyle, 1724 F street, N. W., Washington, D. C.

JEWISH SOCIAL WORKERS, National Association of, Pittsburgh, Pa., June 3-6. Sec'y, M. M. Goldstein, 356 Second avenue, New York city.

LIBRARY ASSOCIATION, American, Louisville, Ky., June 21-27. Sec'y, George B. Utley, 78 East Washington street, Chicago.

FLORENCE CRITTENTON CONFERENCE, National. (Continued on page 185)

INFORMATION DESK

The following national bodies will gladly and freely supply information and advise reading on the subjects named by each and on related subjects. Members are kept closely in touch with the work which each organization is doing, but membership is not required of those seeking information. Correspondence is invited. Nominal charges are sometimes made for publications and pamphlets. Always enclose postage for reply.

Health

SEX EDUCATION—New York Social Hygiene Society, Formerly Society of Sanitary and Moral Prophylaxis, 105 West 40th Street, New York City. Maurice A. Bigelow, Secretary. Seven educational pamphlets, 10c. each. Four reprints, 5c. each. Dues—Active \$2.00; Contributing \$5.00; Sustaining \$10.00. Membership includes current and subsequent literature; selected bibliographies. Maintains lecture bureau and health exhibit.

CANCER—American Society for the Control of Cancer, 25 West 45th St., New York City. Curtis E. Lakeman, Exec. Secy. To disseminate knowledge concerning symptoms, diagnosis, treatment and prevention. Publications free on request. Annual membership dues \$5.

COMMITTEE ON PROVISION FOR THE FEEBLE-MINDED—Objects: To disseminate knowledge concerning the extent and menace of feeble-mindedness and to suggest and initiate methods for its control and ultimate eradication from the American people. General Offices, Empire Bldg., Phila., Pa. For information, literature, etc., address Joseph P. Byers, Exec. Sec'y.

MENTAL HYGIENE—National Committee for Mental Hygiene, 50 Union Square, New York City, Clifford W. Beers, Sec'y. Write for pamphlets on mental hygiene, prevention of insanity and mental deficiency, care of insane and feeble-minded, surveys, social service in mental hygiene, State Societies for Mental Hygiene. Official quarterly magazine, *Mental Hygiene*, \$2.00 per year.

NATIONAL HEALTH—Committee of One Hundred on National Health, E. F. Robbins, Exec. Sec'y., 203 E. 27th St., New York. To unite all government health agencies into a National Department of Health to inform the people how to prevent disease.

TUBERCULOSIS—National Association for the Study and Prevention of Tuberculosis, 105 East 22nd St., New York. Charles J. Hatfield, M. D., Exec. Sec'y. Reports, pamphlets, etc., sent upon request. Annual transactions and other publications free to members.

THE AMERICAN SOCIAL HYGIENE ASSOCIATION publishes a quarterly magazine, *SOCIAL HYGIENE*, dealing with such problems as prostitution, venereal diseases and sex education; annual subscription \$2.00, single copies 50c; also a monthly news Bulletin at 25c a year. Publications free to members. Annual membership \$5.00; sustaining \$10.00. Information upon request. W. F. Snow, M. D., General Secretary, 105 West 40th Street, New York City.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING. Object: to stimulate the extension of public health nursing; to develop standards of technique; to maintain a central bureau of information. Publications: *Public Health Nurse Quarterly*, \$1.00 per year; bulletins sent to members. Address Ella Phillips Crandall, R. N., Executive Secretary, 600 Lexington Ave., New York City.

THE AMERICAN RED CROSS—Through its Town and Country Nursing Service, maintains a staff of specially prepared visiting nurses for appointment to small towns and rural districts. Pamphlets supplied on organization and administration of visiting nurse associations; personal assistance and exhibits available for local use. Apply to Superintendent, Red Cross Town and Country Nursing Service, Washington, D. C.

PUBLIC HEALTH—American Public Health Assn. Pres., William A. Evans, M.D., Chicago; Sec'y, Prof. S. M. Gunn, Boston. Object "To protect and promote public and personal health." Seven Sections: Laboratory, Sanitary Engineering, Vital Statistics, Sociological, Public Health Administration, Industrial Hygiene, Food and Drugs. Official monthly organ, *American Journal of Public Health*: \$3.00 per year. 3 mos. trial subscription (to Survey readers 4 mos.) 50c. Address 126 Mass. Ave., Boston, Mass.

EUGENICS' REGISTRY—Board of Registration: Chancellor David Star Jordan, Pres.; Dr. J. H. Kellogg, Sec'y; Prof. Irving Fisher, Dr. Chas. B. Davenport, Luther Burbank, Prof. O. C. Glaser, Exec. Sec'y. A Public Service conducted by the Race Betterment Foundation and Eugenics' Record Office for knowledge about human inheritance and eugenics. Literature free. Registration blanks for those who desire an inventory, and wherever possible, an estimate of their hereditary possibilities. Address Eugenics' Registry, Battle Creek, Mich.

PREVENTION OF BLINDNESS—National Committee for. Objects: To furnish information for Associations, Commissions and persons working to conserve vision; to publish literature of movement; to furnish exhibits, lantern slides, lectures. Printed matter: samples free; quantities at cost. Invites membership. Field, United States. Includes N. Y. State Com. Edward M. Van Cleve, Managing Director; Gordon L. Berry, Field Secretary; Mrs. Winifred Hathaway, Secretary. Address, 130 E. 22d St., N. Y. C.

Racial Problems

NEGRO YEAR BOOK—Meets the demand for concise information concerning the condition and progress of the Negro race. Extended bibliographies. Full index. Price, 25c. By mail, 35c. Negro Year Book Company, Tuskegee Institute, Alabama.

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HAMPTON INSTITUTE, HAMPTON, VA.—Trains Negro and Indian youth. "Great educational experiment station." Neither a State nor a Government school. Supported by voluntary contributions. H. B. Frissell, Principal; F. K. Rogers, Treasurer; W. H. Scoville, Secretary. Free literature on race adjustment, Hampton aims and methods. *Southern Workman*, illustrated monthly, \$1 a year; free to donors.

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE, 70 Fifth Ave., New York. Proposes to make 10,000,000 Americans physically free from peonage, mentally free from ignorance, politically free from disfranchisement, and socially free from insult. Membership 8,600, with 70 branches. Official organ, *The Crisis*, 38,000 monthly. Pres., Moorfield Storey; Chairman, Board of Directors, Dr. J. E. Spingarn; Treas., Oswald Garrison Villard; Director of Publications and Research, Dr. W. E. B. Du Bois; Sec'y, Roy Nash.

THE JOURNAL OF NEGRO HISTORY—A quarterly publication concerned with facts, not with opinions. The organ of the Association for the Study of Negro Life and History. To popularize the movement of unearthing the Negro and his contribution to civilization that he may not become a negligible factor in the thought of the world. Carter G. Woodson, Director of Research and Editor. Subscription \$1.00 a year. Foreign subscription 25 cents extra. Address, 1216 You St., N. W., Washington, D. C.

Libraries

AMERICAN LIBRARY ASSOCIATION—Furnishes information about organizing libraries, planning library buildings, training librarians, cataloging libraries, etc. *A. L. A. Booklist*, a monthly annotated magazine on book selection, is a valuable guide to the best new books. List of publications on request. George B. Utley, Executive Secretary, 78 E. Washington St., Chicago.

Recreation

RECREATION—An account of the history and work of the Boys and Girls' Branches of the Public Schools Athletic League is to be found in the May number of The Playground. Athletics for Elementary School Girls as conducted in Kalamazoo, Michigan, is also discussed in this number. Price \$.50. Published monthly, \$2.00 a year. Playground and Recreation Association of America, 1 Madison Avenue, New York City.

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CALENDAR OF CONFERENCES

(Continued from page 184)

Cleveland, O., June 3-5. Sec'y, Mrs. Emma L. Robertson, 307 C street, N. W., Washington, D. C.

MAYORS AND OTHER CITY OFFICIALS, Conference of. Buffalo, N. Y., June 11. Sec'y, William P. Capes, 25 Washington avenue, Albany, N. Y.

MEDICAL ASSOCIATION, American. New York city, June 4-8. Sec'y, Dr. Frederick R. Green, 535 North Dearborn street, Chicago.

MEDICAL MILK COMMISSIONS, American Association of. Brooklyn, N. Y., June 1-4. Sec'y, Dr. Otto F. Geier, Ortiz bldg., Cincinnati, O.

MEDICINE, American Academy of. New York city, June 4-5. Sec'y, Dr. Thomas W. Grayson, 1101 Westinghouse bldg., Pittsburgh, Pa.

MUSEUMS, AMERICAN ASSOCIATION OF. New York City, May 21-23. Sec'y, Paul M. Rea, Charleston, S. C.

OFFICIALS OF CHARITY AND CORRECTION, American Association of. Pittsburgh, June 6-13. Sec'y, James F. Bagley, Augusta, Me.

POLICEWOMEN, International Association of. Pittsburgh, Pa., June 6-13. Sec'y, Mrs. G. Sharrot, 40 Court House, Minneapolis, Minn.

POLISH SOCIAL WORKERS, American Committee of. Pittsburgh, Pa., June 9-11. Sec'y, Thaddeus Sleszynski, 2026 Haddon avenue, Chicago.

PROBATION ASSOCIATION, National. Pittsburgh, Pa., June 5-6. Sec'y, Charles L. Chute, Albany, N. Y.

SCHOOL HYGIENE ASSOCIATION, American. Albany, N. Y., June 7-9. Sec'y, Dr. Wm. A. Howe, State Education bldg., Albany, N. Y.

SETTLEMENTS, National Federation of. Pittsburgh, Pa., June 2-5. Sec'y, Robert A. Woods, South End House, Boston.

SOCIETIES FOR ORGANIZING CHARITY, American Association of. Pittsburgh, Pa., June 6-13. Gen. Sec'y, Francis H. McLean, 130 East 22 street, New York city.

SUPERINTENDENTS OF TRAINING SCHOOLS FOR NURSES, Canadian Society of. Montreal, Canada, June 12-13. Sec'y, Miss E. Flaws, Wellesley Hospital, Toronto.

TRAINED NURSES, Canadian National Association of. Montreal, Canada, June 14-15. Sec'y, Miss Jean Gunn, Toronto General Hospital, Toronto.

TRUANT, BACKWARD, DEPENDENT AND DELINQUENT CHILDREN, National Conference on the Education of. Pittsburgh, June 4-6. Sec'y, W. L. Kuser, Eldora, Iowa.

WOMEN'S TRADE UNION LEAGUE, National. Kansas City, Mo., June 4. Sec'y, Emma Steghagen, 139 North Clark street, Chicago.

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HOME ECONOMICS ASSOCIATION, American. Minneapolis, Minn., August 22-29. Sec'y, Mrs. Alice P. Norton, 1326 East 58 street, Chicago.

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INTERCHURCH FEDERATIONS, The Purpose and Methods of. Called by the Federal Council of the Churches of Christ in America. Pittsburgh, October 1-4. Sec'y, Rev. Roy B. Guild, 105 East 22 street, New York city.

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STATE AND LOCAL

ALIENISTS AND NEUROLOGISTS, Annual Meeting of the. Under auspices of the Chicago Medical Society, Chicago, July 10-12. Sec'y, Dr. Bayard Holmes, 30 North Michigan avenue, Chicago.

CHARITIES AND CORRECTION, Canadian Conference of. Ottawa, September 23-25. Sec'y, Arthur H. Burnett, City Hall, Toronto, Canada.

NURSES' ASSOCIATION, California State. San Diego, Calif., July 5-7. Sec'y, Mrs. B. Taylor, 126 Ramsell street, San Francisco.

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(Continued on page 203)

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CONTENTS for MAY 26, 1917 *The GIST of IT*

VOLUME XXXVIII, No. 8

CONTRIBUTED ARTICLES

Peace at Home; The Double Danger of Strikes and Coercion - - - - - JOHN A. FITCH 189

The Task of Civilian War Relief. VI - - - - - 191

Gulliver Wakes. A Poem - - - - - ELEANOR PRESTON 193

COMMON WELFARE

Labor Standards Here and in England - - - - - 194

Peace Through a Union of Free Nations - - - - - 195

Federal Enlistment of Boys for Farms - - - - - 195

Child Labor in Making Alcohol - - - - - 195

The Shamrock Fund for Disabled Men - - - - - 196

Ranking Cities by Their Typhoid Rate - - - - - 196

A Great Campaign for Red Cross Funds - - - - - 196

Iowa's Child Welfare Station - - - - - 197

Pooling a City's Social Forces - - - - - 197

College Service for the Voters - - - - - 197

The New Fellowship of Reconciliation - - - - - 198

Indentured Labor from India - - - - - 198

Tuberculosis Among the Rookies - - - - - 198

COMMUNICATIONS - - - - - 199

SOCIAL LEGISLATION - - - - - 200

JOTTINGS - - - - - 201

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DEMAND for the issues of the SURVEY containing the articles on The Task of Civilian War Relief has been so brisk as to use up the entire stock and to make it impossible, the past week, to send the back issues to new subscribers. A reprint of the series to date, including the sixth article in this issue, is in press and will be ready by Saturday. Copies will be sent to new subscribers the terms of whose subscriptions call for them. Others, especially those wanting quantities for class use, are invited to write to the Circulation Department of the SURVEY.

IF you are not afraid of Typhoid, go to live in Toledo or Dayton or Detroit. If you are, move to Cambridge. Page 196.

NEITHER capital nor labor nor the government nor the Council of National Defense has a program to prevent controversy and strikes at this moment with its supreme need for peace at home if we are to prosecute war abroad. Conflicting state laws, the giving out of eight-hour government work alongside ten-hour private work and a score of other puzzling situations have come up already. The way out, Mr. Fitch suggests, is a governmental board, with such a man as Mr. Brandeis at its head, to establish standards and to enforce them. Page 189.

PRESIDENT WILSON has come out flatly against the rape of the labor law, and British and Canadian trade unionists have told, for the benefit of the United States, of the ill effects of lowered standards, sweating the efficiency out of the very workers on whose output success hangs. Page 194.

GENERAL SMUTS, fresh from his African campaign, is for constructive peace. The League of Nations Society, before which he spoke in London, showed the greatest enthusiasm for a permanent peace to be brought about by a union of free nations, including Germany. Page 195.

FEDERAL plans for enlisting boys of 16 and over in farming and industry have resulted in the formation of the Boys' Working Reserve under the joint auspices of the Departments of Labor and Agriculture. Page 195.

BUT please note, says the National Consumers' League, that the boy workers sent to farms may be employed in growing grain for whiskey and beer. Even from dry states, the harvest may go to the distilleries. If the need for food is so great as to make necessary a great, new, legalized force of child laborers, then it is great enough to justify prohibition. Page 195.

AMERICA is asked to help rehabilitate disabled Irish soldiers through the society whose poster is printed on the cover of this issue of the SURVEY. Page 196.

ONE hundred million dollars is to be raised by the Red Cross for relief work abroad, beginning in the sections of France which have been freed of the Germans. Page 196.

PHILADELPHIA social agencies have formed an organic committee for handling war problems in their midst. Page 197.

IOWA women have at last secured from the legislature the child welfare station for their state university, which is expected to work out problems of prime importance to every state. Page 197.

SOME social legislation of the recent sessions in Montana, Utah and New York. Page 200.

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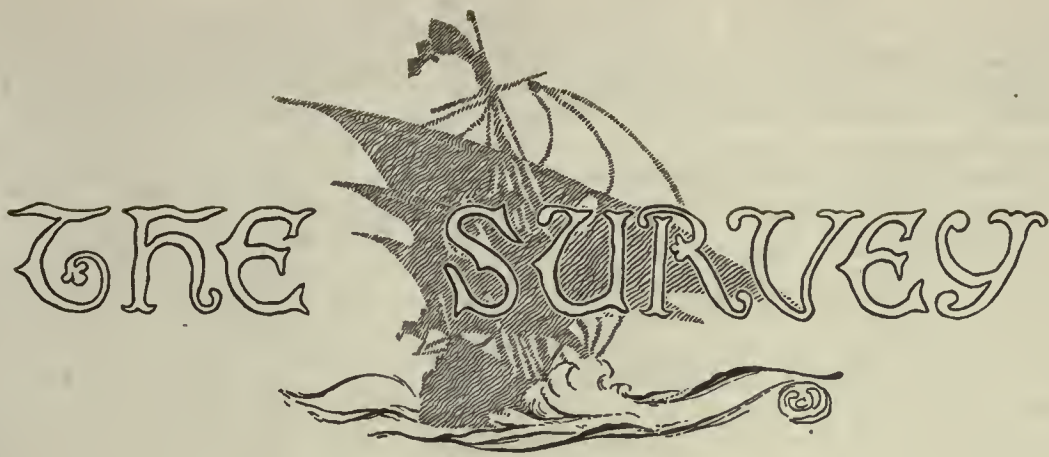
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5-26.



Peace at Home

The Double Danger of Strikes and Coercion

By John A. Fitch

OF THE SURVEY STAFF

WHETHER the United States is going to repeat the English experience in dealing with labor troubles—have a period of strikes and disorder and end it all with coercion—or whether it can find a better way of its own, is a question that is to be decided, either by timely action or by default, within a very short time.

The present situation is full of dynamite. There are unsettled questions of policy of such grave moment that failure to attend to them will undoubtedly mean disaster. The National Association of Manufacturers has asked Congress to authorize the President to suspend the eight-hour law applying to government contracts for the duration of the war. In several states laws have been enacted authorizing the suspension of labor laws. There are serious possibilities of trouble in plants which, not in the habit of doing government work and having a working day longer than eight hours, are now taking government contracts. They face the difficulty of running half the shop on an eight-hour basis and the other half, working on private contracts, on a ten-hour basis.

There can be no question that labor will resist any attempt to break down standards previously secured. Employers will be equally opposed to yielding to demands of their employes based on the war emergency. Neither side will be disposed to yield to the other if it believes that the existence of a state of war is being turned to account. Already such advantage is being taken in certain instances by both employers and employes. A case has recently come to light where an employer who had a government contract reduced wages and told his men that it would be treasonable for them to strike. At the same time employes have here and there used the national emergency as an occasion to demand more favorable terms of employment. As time goes on, the opportunities for strife and confusion will increase if industrial changes at all comparable to those that have taken place in England are introduced or attempts are made in that direction. The question before the country is whether we are going to have controversy and strikes or conciliation and negotiation.

Private citizens and industrial leaders in both groups have already shown the way in part. The recent conferences between managers and men in the mining industry, whereby wage contracts with many months still to run were amended

to conform to present facts which were non-existent when the contracts were signed, are examples to the whole country in patriotism, mutual tolerance and good will. Last week officers of the Metal Trades Department of the American Federation of Labor offered to sign an arbitration agreement with the Navy Department agreeing, for the duration of the war, to submit all controversies to arbitration and under no circumstances to go on strike.

In general, however, the attitude of both employers and employes is negative. That the National Association of Manufacturers at this supreme moment in history could think of nothing better than to ask that the President be given power to break down labor standards is a sad commentary on the statesmanship of that body.

But labor, in general, is without a program, too. There has come forth so far no constructive plan for meeting and adjusting the difficulties that are certain to arise, from any labor body or any authorized spokesman for labor. Mr. Gompers, with other labor men who are cooperating with him, has devoted himself to his task as a member of the Advisory Commission of the Council of National Defense, with patriotic zeal and disinterested purpose. So far, however, no plan has been devised which offers anything in the way of peaceful adjustment. It is a grave situation for labor. The absence of anything better led in England to the adoption of a policy of coercion that would be at once repugnant to American habits of thought and dangerous to labor's hard-won right of collective bargaining. Already there have been rumors of interference with strikes by the military authorities and there has been at least one case of an injunction against the carrying on of a strike, based on the theory that it was an interference with the successful conduct of the war.

In the midst of all this confusion what has the government to offer? It is satisfactory and encouraging to note that plans are going forward to conserve the food supply of the nation. Bills are now pending in Congress which have the full strength of the administration back of them looking to the encouraging of food production and the regulation of its distribution. With a man like Herbert C. Hoover at the head of a regulatory board, the country would feel assured of good sense and justice in the administration of affairs vital to our success in the war.

An equally vital matter, the production of munitions, is being handled in an admirable manner by the Munitions Standards Board that has been created by the Council of National Defense. With an efficient business man at its head and with competent engineers in its membership, contracts for munitions are being passed on by this board in order to insure the fulfilling of all technical requirements.

The Physical Basis of Output

THESE two, food and war supplies, are the chief material requirements for the prosecution of a war. The government has either taken steps or evolved plans for administrative control in both of these fields. All of these plans depend for their successful operation, however, on the efficiency, loyalty and physical well-being of the workers. It is somewhat perplexing and shocking therefore to observe that the government has taken no such steps for the conservation of the workers and for the adjustment of the complex relations between employer and employe as have been taken in these other fields.

There is a Committee on Labor of the Advisory Commission of the Council of National Defense, with Samuel Gompers as its chairman. It has a membership of several hundred persons, including labor men, labor women, capitalists, scientific men and publicists. This committee has held two all-day sessions in Washington at which speeches were made and opinions interchanged, but without taking action of any sort beyond authorizing the creation of an executive committee.

Beside the executive committee, Mr. Gompers has appointed subcommittees as follows: wages and hours, chairman, Frank Morrison, secretary of the American Federation of Labor; mediation and conciliation, chairman, V. Everit Macy, New York city; welfare work, chairman, L. A. Coolidge, Boston; women and industry, chairman, Mrs. Borden Harri-man, Washington; information and statistics, chairman, Frederick L. Hoffman, Prudential Insurance Company; press, chairman, Grant Hamilton, American Federation of Labor; publicity, chairman, Edward T. Devine, New York city; cost of living and domestic economy, chairman, S. Thurston Ballard, Louisville, Ky.

Of these committees only the first four have been completed and organized. The work of the committee on women and industry was discussed in last week's SURVEY. Apparently nothing has as yet been done by any of the other committees, beyond the appointment of a number of sub-committees of the Committee on Welfare Work. These sub-committees include industrial safety, sanitation, dust and fumes, lighting, structural safety and fire prevention, fatigue, public education in health matters and vocational education. None of the committees has made any report of progress and the executive committee is not yet ready, apparently, to outline a program or to propose any line of action to the general committee.

It thus appears that very little has been accomplished so far through the Labor Committee. There has not been time enough for much accomplishment, it is true. Even if there had been time and constructive work mapped out, it should be noted that neither the general committee nor any of its sub-committees has any power. They are advisory bodies to an advisory commission of an advisory council; for the Council of National Defense itself was created to give advice to the government.

It is not intended here to suggest that the Labor Committee and its sub-committees should be given wide powers. Emphasis should be laid, however, on the fact that at this time, when the mobilization and conservation of the labor forces of the country are of utmost importance, no agency of the gov-

ernment is in a position to devote itself competently and effectively to those tasks. Even the Department of Labor must perforce sit apart so far as adequate powers are concerned and let other departments of government, which are chiefly concerned with supplies and not with the human forces back of them, deal with those forces without its aid or directing counsel.

What are the powers that the necessities of the time demand and which we have a right to expect the government to exercise? They appear to group themselves under three heads:

First, the establishment of standards. The government is manufacturing for itself and is contracting for the manufacture of goods on a scale exceeding any previous similar activity in its history. New methods are being put into operation; plants unaccustomed to government work are undertaking it on a large scale. Work is being done in states that have made reasonable progress in the enactment of laws establishing standards of employment and in states with lower standards or with none at all. It is necessary for the protection of the workers and their maintenance in health and vigor that definite standards be laid down by the government. These should be written into the contracts.

Second, enforcement of standards. The federal government has at present no force of factory inspectors. Such work has been performed heretofore exclusively by the states. The Department of Labor should now be given power to inspect factories doing government work in order to insure the observance of the eight-hour law already existing and to enforce such other standards as may be written into contracts.

Third, conciliation and arbitration. To meet the difficulties that are already presenting themselves and to insure justice to all and uninterrupted production, it will be necessary to devise some plan for the speedy adjudication of disputes. The Department of Labor is empowered to mediate in industrial disputes and it has done so in many cases with marked success. It must be recognized, however, that the department does not have the full confidence of employers throughout the country. This is not said in criticism of the department; it is merely a fact that grows almost inevitably out of the fact that Secretary Wilson is a trade unionist and occupies his present position because he is a representative of trade unionists. We cannot afford in times like these to depend upon a mediating body that is unable, for any reason whatever, to command the heartiest support and confidence of the whole people.

For the same reason neither Mr. Gompers' Labor Committee nor its sub-committee on arbitration and conciliation could successfully discharge the necessary functions.

A Standards Board

WHAT then can be done? It has been suggested that a special board be created consisting of five or seven persons, having in its membership an equal number of representatives of employers and employes with a chairman who is neither, to act wherever a dispute arises, in the interest of justice and industrial peace.

Such a board, if created, should do more than act in a mediatory capacity. This should be the board of standards as well, to whom all contracts should be submitted in order that the proper industrial standards may be written into them. Half the work of mediation will have been accomplished if employers and workmen alike can be assured that conditions of employment are to be uniform and if adequate safeguards are set up and maintained.

If given the power to visé contracts, the board would have an opportunity to set up arbitration machinery of the greatest possible effectiveness, because its administration would be in

the hands of men possessed of the confidence of both sides, and because it would be on a voluntary basis, the only sound basis for arbitration at any time.

There is no question about the patriotism of the overwhelming majority of employers and employes of this country. Both are earnestly desirous of avoiding interruptions in production. But both must safeguard their interests. If a board such as has been suggested were created, composed of men of the right caliber, would it not be possible to draft an arbitration plan to be inserted in each contract, and to which the employes as well as the employer and the government should be parties? Under these conditions employers and employes might agree, as the metal trades unions have offered to do, in their relations with the government, to submit all differences throughout the duration of the war to this board of standards for final adjudication and award.

Of all the men in the country to head such a board there is no one so eminently fitted by experience and judicial temperament as Mr. Justice Brandeis of the United States Supreme Court. It was widely urged, not long ago, that Mr. Brandeis should be detached from the court to serve on the commission to Russia. Here is a task of more fundamental importance just now than any foreign mission. It goes to the

heart of the question of preparedness and fitness for war. It involves the mobilization and maintenance of the industrial army.

If, however, Justice Brandeis cannot be diverted from his duties as a member of the highest court of the land, there are other men of clear understanding, breadth of view and possessing the confidence of the industrial public, such as Judge Julian W. Mack, who succeeded Justice Brandeis as chairman of the arbitration board in the dress and waist industry in New York, B. H. Meyer, chairman of the Interstate Commerce Commission, Prof. Henry R. Seager, of Columbia, and Prof. John R. Commons, of Wisconsin. Men of this type would give dignity to such a board and would instantly command for it the support and confidence of the public.

Let us have some such machinery as this and let us have it soon. We do not want strikes at this crisis in our political affairs. We do not want coercion either. What we do want is an opportunity for employers and employes to get together voluntarily on a program that will inspire mutual confidence and good will; that will safeguard the interest of each; and, in so doing, safeguard the interests of the whole American people.

The Task of Civilian War Relief¹

VI

ON a rainy afternoon in August a woman passing through a certain park saw seated upon a bench, unsheltered by umbrella or coat, a young mother with a baby in her arms. Huddled up against her was a little fellow of perhaps three years. There was something so forlorn and bedraggled about the three that the stranger who had noticed them stopped to see what the trouble was. After a short conversation she took them to a bureau the purpose of which is to care for just such distressed persons.

The bureau immediately arranged to lodge the mother and children in an institution; then it set about to learn whether it could help them further. This was their story.

The mother, Lillian Newton—so at least we shall call her—had come to the United States from Ireland a little more than three years before. Her husband, George Newton, had served ten years with the British army in India, Australia, and the isthmus. While in the service he had acquired a liking for liquor that apparently had become stronger than his power to control it, for now that he was once more in civilian life he found it difficult to work steadily enough to earn more than a most meager living for his family. His last job he had lost because he had taken "only a drop too much of whiskey."

Sometimes when he felt that he was becoming intoxicated he would take his wife and children to one of his sisters, at other times to a woman with whom he once had boarded. This woman had been the only person who had ever succeeded in making him stop drinking. At one time he had kept away from the saloon for nine months. But the reform was not permanent. His wife, an admirable woman in most respects, lacked the force of character necessary to keep him

temperate. Whenever he was out of work he would go on a spree and whenever he went on a spree he was thrown out of work.

The man blamed himself for all his family's troubles. He had often tried to stop drinking. He had indeed left Ireland in the hope that the United States would offer him better chances of reform. When his wife and children were discovered in the park he had been drinking for a week. Now, however, he was recovering from his spree and he expected to go to work. As soon as he should receive his first pay he would take a room for his family. But he recognized that this would not be a permanent arrangement, for he confessed that he could not control his appetite for alcohol.

With an infinite variety of detail the problem of George Newton is presenting itself constantly to social workers. Superficially it is the problem of drunkenness. Fundamentally it is the problem of the change of habit.

Drunkenness is but one of many habits which the social worker is called upon to help individuals and families change. There are habits of diet, habits of housekeeping, moral habits. It is because of the lessons in the reorganization of habit which the treatment of drunkenness teaches that a study of the subject is important to the civilian relief worker; although it is true that in Canada an unusual amount of drunkenness has been noticed among women in families receiving relief.

To understand the part which habit plays in drunkenness it is necessary to know something of the three classes into which users of alcohol may be divided. These are the occasional drinker, the free drinker or occasional drunkard, the habitual drunkard or inebriate. The occasional drinker takes a drink for the same reason that he eats an apple, because he likes it or because it is a sociable thing to do. He rarely if ever becomes intoxicated. His insistence upon his right to drink is the chief obstacle in the way of the abolition of the liquor traffic and he is therefore a social problem to those

¹ The sixth of a series of articles based upon a course of lectures upon civilian relief now being delivered in New York with the sanction of the American Red Cross, by Porter R. Lee, of the staff of the New York School of Philanthropy. The articles are being written by Karl de Schweinitz, of the New York Charity Organization Society.

who are interested in prohibition. But he is not a social problem in the sense that as a violator of the law or as an offender in any other way because of drunkenness he comes to the attention of social workers engaged in helping individuals out of trouble.

Will-Power the Cure

THE free drinker becomes intoxicated. He may become intoxicated frequently. His characteristic is his desire to experience the more advanced sensations associated with alcoholic excess. He may drink without any idea of becoming intoxicated; he may have acquired the habit in spite of a desire to stop. But to the best of our knowledge the only thing that he needs to break his habit is sufficient will power.

The inebriate is unable to take alcohol in moderation. Despite his best efforts, if once he tastes alcohol he is sure to drink to excess. Inebriety may be described as a disease. Drunkenness in the occasional drinker or the free drinker cannot correctly be called a disease.

According to statistics issued for the year 1909 by R. W. Branthwaite, inspector under the inebriates acts of 1879-1900, it is estimated in England that of every thousand users of alcohol, 980 are occasional drinkers, 17½ to 18 are free drinkers or occasional drunkards, and 2 to 2½ are habitual drunkards or inebriates.

Dr. Irwin H. Neff, of the Norfolk State Hospital, Massachusetts, says that inebriety is an expression of nervous weakness and that upon this weakness is founded a habit which we call drunkenness. In other words, there is in the inebriate a definite pathological condition which predisposes him to an excessive use of alcohol if he drinks at all, just as a person may be predisposed to tuberculosis—a weakness which Dr. Neff says is ordinarily transmitted from father to child. Such a person born and living, for example, in prohibition territory might, for lack of opportunity, never develop the habit of drunkenness. There is no known cure for his weakness. His only hope lies in not drinking at all. It is possible that inebriety may be acquired by long continued indulgence, just as a person not predisposed to tuberculosis may with sufficient exposure to the disease acquire it. Usually, however, inebriety is inherited as a nervous condition, remaining latent or becoming evident according to circumstances of habit and environment.

Granted that one knows that a man is an inebriate, the first step in treatment is to ascertain whether the patient has a desire for intoxication, whether he drinks because he enjoys it and whether he is willing to give up the habit. Then it is necessary to learn as precisely as possible the measure of control over himself which he has or which can be developed in him. Mr. Branthwaite holds it probable that in the majority of instances a person who is an inebriate (*i. e.*, has a definite nervous weakness, a pathological condition) and who has also a strong desire for drink can acquire enough self-control to maintain sobriety if he is mentally capable of appreciating the necessity for effort, if a reasonable chance of making that effort is given to him and if he can be induced to believe that his peculiar condition renders him unable to take alcohol in any form in even the smallest quantity so long as he lives.

"The inebriate's desire for intoxication," says Mr. Branthwaite, "is acquired by experience, and, what is more, maintained by indulgence. In the very large majority of cases, when an inebriate can be induced or is made to discontinue his indulgence, the desire (craving) diminishes, or leaves him altogether, a few hours or a few days after his last drink—generally in two or three days. When an inebriate is supposed to have given up alcohol and, after a reasonable period, continues to complain of craving he is usually still in-

dulging, although possibly in a quantity that would hurt no other person."

The craving, in other words, is not the driving power of his disease but the force of his habit. It is important to understand this because the method to be used in breaking a habit is of course different from that to be pursued in curing a disease.

Simple encouragement is what Mr. Branthwaite places first among the means of treatment. Every inebriate possesses more self-control than he appears to have, more than he believes he has; but there are few inebriates indeed who can free themselves from alcohol unaided. There is no drug which will permanently eradicate the desire to drink. Simple encouragement supplied by some one in whom the patient has confidence is the most potent means of cure. It is the power of personal influence, the support given by a stronger to a weaker will.

Usually, says Mr. Branthwaite, personal influence may be supplemented by other things, among them special medical treatment, suggestive therapeutics, electrical treatment, strict religious discipline, and the alleged magic of some drug widely advertised as a cure for inebriety. The supplemental treatment required depends of course largely upon the needs of the patient. With some persons a strong religious motive may be the most powerful aid in the breaking of the habit. The cooperation of an intelligent physician is invaluable in relieving insomnia and other physical symptoms which may accompany the stoppage of the intoxicant. Mr. Branthwaite does not believe that any of the cures for alcohol have an inherent value. But if the patient believes that the drug will cure him, then by all means try it. This belief will make his will just so much the stronger.

What is true of the treatment of the inebriate is true of the treatment of the free drinker or occasional drunkard. Here, also, it is a problem of breaking a habit with this advantage, however, that there is not the predisposition to alcohol. Here again it is a question of affecting the psychology of the individual with personal influence the most potent factor.

New Environment

THERE are few things more effective in the breaking of a habit than a change of environment. Take a man from his old neighborhood and he cannot drift almost automatically into the saloons to which his feet have been turning for years. Better yet, take him where there are no saloons at all. That is the value of the farm colonies which are being developed in many of our states. They help a man to leave the habit of alcohol because they offer him an entirely different environment. They enable him to establish a new routine of life. Furthermore, they give him work to do, wholesome work chiefly in the open air. Such work occupies a man's mind and thereby clears it of its old habits and impulses. For the same reason, relaxing diversion which will give the patient new interests is valuable. All this the well conducted farm colony should supply.

The gospel mission is another kind of institution which deals with inebriates. A knowledge of the reformations they have been instrumental in accomplishing is widely spread. To one who examines their work more closely there comes the impression of a tragic disproportion between the effort expended and the result achieved. This is largely because in most missions there is no method of following up the men who are trying to reform, no personality to assist the patient, no attention such as admission to a farm colony, none of the careful individual treatment that the man who is trying to rid himself of this habit needs. Thus probably most of the

men who have professed to have given up alcohol do not hold to their resolution. The surprising success of one mission which has tried to follow up its graduates argues well for the more general introduction of this method.

Group psychology can be made a useful support to the man who is struggling to overcome the drink habit. A class or a club of men, every member of which has been down and out through drink, has been organized in each of two cities. This class meets regularly. The men report upon their progress against temptation. If one is especially hard put to it the rest all do their best to help. For the honor of the group the individual struggles to succeed and in giving aid to others achieves a victory for himself.

After-care in alcoholism is as important as it is in insanity. The home to which the man returns from the farm colony, for example, must be as comfortable as is within reason possible. It should be free from things that irritate. Responsible though he may be for all the troubles that have come to the family, his wife should, for the sake of continuing his reform, regard him as a man worthy of confidence and of her zealous care. She must not nag him. No nagger ever reformed anybody.

The work the man obtains ought not to be debilitating and it ought to be in favorable surroundings. Nothing, for example, could be worse than a job in a factory where payment is made by check and where the saloon is the only place at which the check could be cashed. Recreation and a new environment, as already indicated, are important.

There should be given to the man an objective in life, something definite and concrete, something which he can achieve. Thus to say to a man with a son of nine years, "if you don't stop drinking your little boy will have to go to work when he is fourteen," is too indefinite. It is a long time until the boy will have reached his fourteenth birthday. In urging total abstinence it is much better to induce a man to try the experiment of stopping drinking for a month. When thirty days of abstinence have been achieved he will be ready for a further struggle because he will have the aid of that greatest of all psychological strengtheners, the sense of having made good.

This applies to the change of any habit. When the social worker tries to bring an individual up to a higher standard he finds it effective to divide the road to be covered into small sections, so that it may be taken in stages, thus making possible the feeling of achievement.

Important, also, is learning whether the man ever tried to reform before. If so, find out under what circumstances the attempt was made, and why it failed. Obviously the plans of the new campaign and the conditions of it must be made to profit by an understanding of the cause of the previous defeat.

The problem of George Newton, whose story was told at the beginning of this article, should, in view of this discussion of drunkenness, be recognized as a problem in the breaking of a habit.—To help him in this, the bureau sent him to a privately conducted farm colony. There he stayed for three months, when his wife urged him to return. For four months he worked steadily, adding to the household possessions. Then he met an old acquaintance and in his company became intoxicated. After six weeks of sobriety he slipped back to the condition in which he was when the bureau first came to know him.

During all this time, however, there was being exerted upon him the personal influence of a man who, having been a drunkard, was now reformed. This man pulled George Newton to his feet and stood by him so effectively that from 1910 to 1913 Newton was intoxicated only once and then for but a short time. The last news had of him was at the opening of the war, when he enlisted.

Institutional care and personal and religious influence were all brought to bear upon him with varying effect. Each problem in the breaking of habit, whether the habit be one of diet or of alcohol, has its own solution, but in general the same principles apply to all: first, a thorough understanding of the nature of the habit and of the character, history and situation of the individual; second, a proper adjustment of environment and circumstances, and lastly and above all, the influencing of his psychology.

GULLIVER WAKES

By Eleanor Preston

LONG he has lain asleep,
Bound by the million tiny threads
Of tyranny
And little kings,
Albeit his sleep was restless,
Troubled by dreams of freedom
And the stings
Of innumerable wrongs.
Sleeping, they thought him helpless.
He lay upon the ground
Inert and bound,
And all their drunken songs
And revels could not wake him.
There was not any power
Could make him
Arise, avenge his wrongs,

But now the giant wakes
From his long nap.
His shoulders heave, his great arms stretch,
His cobweb fetters snap.
A century's thirst he slakes.
The tiny bureaucrats and little kings
Fall neck-and-heels.
(And O! the glory and the wonder of it!
Freedom sings,
And all creation!
And every free heart thrills
In every nation,
On every sea.)
After his sodden sleep of serfdom and oppression,
Russia stands upright—
A democracy!



COMMON WELFARE

LABOR STANDARDS HERE AND IN ENGLAND

DECLARING that "nothing would be more deplorable" than setting aside "even temporarily the laws which have safeguarded standards of labor and of life," President Wilson last week placed himself squarely in opposition to the movement to break down labor laws as a war time emergency measure. Speaking at the White House to the members of the Labor Committee of the Council of National Defense, the President said in part:

I have been very much alarmed at one or two things that have happened—at the apparent inclination of the legislature of one or two of our states to set aside even temporarily the laws which have safeguarded standards of labor and of life. I think nothing would be more deplorable than that. We are trying to fight in a cause which means the lifting of the standards of life, and we can fight in that cause best by voluntary cooperation. I do not doubt that any body of men representing labor in this country, speaking for their fellows, will be willing to make any sacrifice that is necessary in order to carry this contest to a successful issue, and in that confidence I feel that it would be inexcusable if we deprived men and women of such a spirit of any of the existing safeguards of law. Therefore I shall exercise my influence so far as it goes to see that that does not happen, and that the sacrifices we make shall be made voluntarily and not under the compulsion which mistakenly is interpreted to mean a lowering of the standards which we have sought through so many generations to bring to their present level.

Later in the day, at a meeting of the committee at the headquarters of the American Federation of Labor, British labor men, members of the commission recently sent to this country by their government, out of their own experience in two and a half years of war gave expression to similar views. James H. Thomas, member of Parliament and general secretary of the National Union of Railwaymen of Great Britain and Ireland, said:

One of the mistakes that we made in the war was to forget the human side. At the beginning of the war some of our people worked 100, 110 and even 120 hours a week. They worked seven days a week, too, with never a day of rest. Then they began to

get worn out and conditions became alarming. Now we have gone back to Sunday rest and Saturday half holiday and overtime has been reduced. If you're going to have a long war you can't afford to sacrifice labor power.

In answer to a question Mr. Thomas said, "With all the great resources of the United States, serious as is the condition of the allies, I cannot conceive of the winning of the war to be dependent on the breakdown of the child labor laws of this country." A war so won would be lost, he said, because it would mean the sacrifice of future generations.

The Committee on Labor of the Council of National Defense had been called together by its chairman, Mr. Gompers, for the purpose of meeting the British labor men, Mr. Thomas and Charles H. Bowerman, also a member of Parliament, and secretary of the British Trade Union Congress, and a similar delegation from Canada led by J. C. Watters, president of the Canadian Trades and Labour Congress.

The British delegates reviewed briefly the experience of labor under war conditions. They expressed themselves vigorously in opposition to overtime, seven-day labor and the employment of children. While there was a demand for the breakdown of child labor laws at the beginning of the war, there was little yielding to these demands and attendance at school has not been interfered with in the least.

Wherever women are employed—and according to Mr. Thomas there are about one and a quarter million of them at work who never were engaged in industry before—the principle of equal pay for equal work is rigidly enforced. In the printing industry no woman can be employed so long as men are available.

The "industrial truce" which was entered into at the outset of the war was a step taken, Mr. Thomas told the committee, "without regard to the fact that there are people prepared to take advantage of others." The agreement to make no changes did not extend to prices and the leap in the cost of foodstuffs caused such a decline in real wages as could not be borne. Prices, Mr.

Thomas said, are now 94 per cent higher than before the war. The practice now is to write into every government contract a "fair wages" clause, the determination of what is "fair" being based on the cost of living.

Speedy mobilization of labor where it is needed, Mr. Thomas explained, is accomplished by enrolling "munitions volunteers," men who are prepared to go wherever called upon to meet an emergency demand in munitions factories. Their wage standard is protected by paying them the prevailing rate either of the vicinity from which they come or of the place to which they are sent—the rate to be the higher one of the two. Every two weeks these men are given passes on the railroads to enable them to pay a week-end visit to their homes.

Dock laborers have been organized in the same way into flying squadrons to be used where needed. These men are enrolled as a unit of the military service and work in khaki. This was accomplished, Mr. Bowerman said, through an agreement between Lord Kitchener and the Dock Workers' Union. Only union men are permitted to enlist for this service. At present 10,000 men are unloading ships as a military service.

MR. THOMAS explained the plan of allowances to families of soldiers, which he stated relieves them altogether from dependence on charity. A wife is allowed twelve shillings and sixpence (\$4.12) a week for herself, five shillings (\$1.25) a week for the first child, four shillings (\$1.00) for the second, and so on. These sums are paid through the post-office.

Mr. Watters spoke with much feeling of the danger to labor of giving up its standards during the war. "We need to watch," he said, "lest in our hysteria we do not give up more than we should." He insisted that there should be guarantees of the strictest sort. "We mean to maintain our right to strike," he said. "We shall give nothing unless we get something in return." After the war the employers, however patriotic and friendly now, will, he declared, merely be looking for the cheapest man,

as before, and regardless of war sacrifices by the unions. He pleaded for a war to be conducted in a loftier spirit than a desire for vengeance. "Our enemies of today," he said, "will be our allies of tomorrow."

There were present at the meeting many large employers and capitalists, among them John D. Rockefeller, Jr., Colgate Hoyt, Emerson McMillan and John D. Patterson of the National Cash Register Company.

PEACE THROUGH A UNION OF FREE NATIONS

A UNION of "free nations" for the preservation of permanent peace, and the inclusion of Germany in such a union, were enthusiastically endorsed, according to a London dispatch in the *New York Times* last week, at a meeting attended by 1,200 representative men and held under the auspices of the League of Nations Society. Members of the Houses of Lords and Commons attended and Viscount Bryce presided. Other speakers were the Most Rev. Randall Thomas Davidson, archbishop of Canterbury; Lieut. Gen. Jan Christian Smuts, Baron Buckmaster, Lord Hugh Cecil and Viscount Harcourt.

A resolution offered by General Smuts and seconded by the archbishop of Canterbury read:

It is expedient in the interest of mankind that some machinery should be set up after the present war for the purpose of maintaining international right and general peace, and this meeting welcomes the suggestion put forward for this purpose by the President of the United States and other influential statesmen in America and commends to the sympathetic consideration of the British people the idea of forming a union of free nations for the preservation of permanent peace.

Thunderous applause is declared to have greeted Lord Buckmaster when he said:

This league of nations will fail unless Germany is admitted into it. If she is excluded it will be nothing but a league against Germany, in which case I see no prospect before the world but the unending darkness of night. We have got to separate the German rulers from the German people. We must destroy the one and support the other. If that is done I believe our future will be safe.

General Smuts, the famous South African, came out strongly against carving any nations "to please the great powers:"

If a hundredth part of the thought given to this war were given toward peace there never would be war again. I believe a passion for peace has been born in this war which will prove greater than any passion for gain or conquest. As far as is humanly possible such wars as this should never be tolerated. However, there is danger in believing too much in treaties until we have a radical change in the hearts of men. I think that change is coming. There must

be no patchwork peace or a peace which is simply a compromise of conflicting interests. Every nation must have a choice in its own destiny and not be cut and carved to please the great powers.

Viscount Bryce agreed with General Smuts in regard to reprisals and said that the objects of the meeting were "to advocate an agreement among civilized states which will serve as a basis for permanent peace among them by providing for a peaceful settlement and for the observance of treaties and international law."

Both William H. Taft, president of the League to Enforce Peace in this country, and William H. Short, its secretary, were quoted next day by the *Times* as declaring that the objects of the British and American associations were "alike in the main."

FEDERAL ENLISTMENT OF BOYS FOR FARMS

GOVERNORS of practically all of the states have notified the national director of the United States Boys' Working Reserve of their intention to cooperate in its plan of mobilization of boys between the ages of 16 and 21 years this summer for work on the farms.

The Boys' Working Reserve is promoted by the United States Department of Labor as part of the general scheme of increased food production agreed upon by it and the Department of Agriculture. Under this agreement the Department of Labor was to find men and boys to fill the jobs on the farms and the Department of Agriculture was to find the jobs. The United States Employment Service is advertising for men, and is securing many thousands of them in various sections of the country. The Boys' Working Reserve is directed to the enlistment of as many as possible of the boys above 16 who are now idle. The Department of Labor estimates that there are 5,000,000 boys of from 16 to 21 years within the country and that 2,000,000 of them are doing nothing.

To be enrolled the boys within these ages must pass a physical examination, must have the consent of parents or guardians and must agree to obey the leader and camp superintendent furnished for each party. Each boy is to enroll for a period specified by himself, and in case he prefers other than farm work an attempt is to be made to find such work for him. Thus fruit and vegetable picking, canning and even shipbuilding may be supplied with boys.

The distinctive feature of the organization is its system of recognition of the boys' services after the normal industrial demands as to wages, hours and conditions shall have been met. To every boy will be given a bronze badge as a testimonial that he has performed at least one week's service. To the bottom of it will be attached a bar with

the words "Honorable Service, 1917." Each successive year's work will be recognized by the addition of another bar.

The boys will be organized into squads of twenty-five, with a leader recruited from agricultural college, boys' club or other suitable source, who will direct their work and amusements and look after them in general.

In the time of harvest attempts will be made to get work for large numbers of boys, then on school vacation, under conditions permitting them to camp out.

The director of the Boys' Working Reserve states that it has been launched for four reasons:

1. So that there shall be available in time of need an adequate reserve of farm labor.
2. So that federal standards shall be stamped on local and state organizations which will assist in carrying out the scheme.
3. In order that, through the bestowal of a national badge, the boys may actually realize that they serve the national government.
4. So that all the state, county and local organizations may be coordinated in the work of classifying and distributing labor to the best advantage, both to the country and to the boy.

Thus far only a few thousands of boys have enrolled—these in the New England states and Oklahoma—but with the beginning of the school vacation period the organization hopes for a rapid development. Its industrial ideals are as yet hazy. It has no clear conception of its relation to organized labor. Except that it is under federal supervision, it takes no positive stand on the questions of maximum hours or a minimum wage. Nor does its prospectus guarantee that the boys will not be employed at dangerous machinery. Indeed, the whole structure is experimental. Through the governors an agency is being secured in each state for handling the organization.

CHILD LABOR IN MAKING ALCOHOL

CHILD labor and grain saving—a new aspect of war prohibition—is brought out in resolutions passed on May 11 by the executive committee of the National Consumers' League, urging upon Congress the need of prohibiting the use of grain for manufacturing alcoholic beverages during the war.

Among the other wastes of alcohol-making, the league points out, is the waste of child labor now being recruited in great numbers—50,000 in New York state alone—for agricultural work. Such work the league holds may be reasonable wartime service for boys who will later go to college, but for those who "must leave school at the seventh grade or below, the loss of two months in the spring and in the fall this year and next is irreparable. Especially for children not born to the English lan-

guage, every shortening of the school year is an injury and sacrifice."

The league points out that grain, sugar and hops are grown in wet and dry states alike, so that this boy labor may be employed directly, even in prohibition states, in growing materials for liquor. Moreover,

both men and boys are occupied in the manufacture of glass bottles, drinking glasses, mugs and other bar fixtures. It has increased in recent years following the invention of bottle blowing machines. The waste of the children is indeed a cruel one. No more wretched employment is open to young boys than that of the glass bottle industry. The little fellows employed are not eligible to become apprentices and subsequently skilled workers in the glass industry. Theirs is a "dead end" employment.

Among the other wastes listed are the increase of traffic congestion through the shipping of liquor, bottles, etc., the use of horses and motors in transporting them, the large space occupied by breweries, distilleries and saloons which could "be used for preparing and distributing supplies."

So long as the Congress declines to stop these multiple wastes of man power, child labor, agricultural acreage, city real estate, motors, and horse vehicles, and transportation by trains and boats, what hope is there that serious heed will be given by citizens to requests for personal economy? If the threat of international famine is such that this new, authorized, legalized increase in child labor must be accepted, and children must be called from school to help to cope with it, the duty of the Congress to stop these wastes is correspondingly urgent.

THE SHAMROCK FUND FOR DISABLED MEN

THE Countess of Kingston, vice-president of the Irish branch of the Soldiers and Sailors' Help Society, is at present in this country appealing for funds to assist disabled Irish soldiers of all religions who have been discharged from the army on account of physical disabilities. There are already 1,241 of these men being cared for by the Soldiers and Sailors' Help Society Employment Bureau, 35 Dawson street, Dublin, and through the generosity of the American people Lady Kingston has already sent over \$30,890 to this bureau.

The latest report from Dublin says that the local war pensions committees, under the statutory committee, are now established all through the country and the Soldiers and Sailors' Help Society Employment Bureau is working in cooperation with them. These war pensions committees have been established for the purpose of investigating individual cases and granting supplementary pensions from funds supplied by the National Relief Committee to men whose government pensions are inadequate. Under the regulations, however, men discharged after home service or those who are "time-expired," are in-

eligible for this assistance and would be badly off were it not for the help granted by the employment bureau committee. There are a large number of these cases, for large numbers of home service men left good employment on the outbreak of war and are now unfit to resume work, owing to breakdown in health.

"Without the funds sent from America," says Lady Kingston, "the work would practically have to stop—which would be a real tragedy as the bureau is now doing splendid work, and the average number of men for whom employment is being found is decidedly on the increase." The poster printed on the cover of this issue of the SURVEY forms a part of the society's campaign.

RANKING CITIES BY THEIR TYPHOID RATE

FOR the last five years the *Journal of the American Medical Association* has issued a yearly report of typhoid fever in the sixty-six cities that have a population of more than 100,000. This should be an index of efficiency in city administration, since typhoid is a preventable disease, but strangely enough some cities that take great pride in their progressive spirit are far down on the list, while others of which little in the way of civic reform has been heard, are near the top.

Cambridge, Mass., heads the list this year, as it did last, with what is probably the lowest typhoid rate for a city of its size in the world. Next is Paterson, N. J., raising a whole list of unanswered questions. Why should this city, associated chiefly with turbulent labor disputes, handle its health problem so much better than Dayton, with its commission government, or Detroit, or Kansas City or Washington? Why should New Haven have almost twice as high a rate as New Bedford? Why should Toledo and Indianapolis be among the worst sinners, while Cincinnati and St. Paul have reached the honor roll?

Among those that have undergone conviction of sin and seen the light are Pittsburgh, which now has its place in the second class; and just beside it is another conspicuous convert, Philadelphia, also for decades one of the worst of American cities in this respect. Even Baltimore is improving, though her place is still far down in the third class. The South stands worse than East, North or West. All but two of the eight cities in the lowest class are southern, and none of the sixteen in the first class. The difficulties in the way of improvement are decidedly greater in the South, but that they are not insuperable is shown by the great advance made by Louisville and by the strenuous efforts which have moved Nashville up from the very foot of the class where she stood formerly.

On the whole, there is progress to be recorded. In 1916, 33 cities had a lower typhoid rate than for the preceding year and only 26 a higher, and if 1916 is compared with 1910 the improvement is decided—a rate of 7.61 per 100,000 in 1916 as against 19.59 in 1910.

A GREAT CAMPAIGN FOR RED CROSS FUNDS

JUNE 18-25 has been set aside by the American Red Cross as the week of intensive campaigns to raise money for its work throughout the country. This is the first big drive for funds to result from the appointment recently by President Wilson of the American Red Cross War Finance Committee and the War Council, and also from securing the services of Charles S. Ward, who has conducted intensive campaigns for the Y. M. C. A. for many years.

During the week named New York city will be subjected to as intensive an appeal for money as can be devised. It is planned to have twenty teams of men and ten of women at work. Prominent business men will head the teams and each team will be composed of ten people. J. P. Morgan, Jacob H. Schiff and Finley J. Shepard are three men who have already agreed to head teams.

Forty other large cities will be subjected to only less intensive campaigns. For each of these a man experienced in this method of raising money will be provided, either from the ranks of Y. M. C. A. or Chamber of Commerce workers. The 500 cities containing Red Cross chapters not included in these forty will be appealed to as intensively as the chapters can do the work, and finally all other cities throughout the country will be appealed to through their mayors.

Cities not in charge of an experienced campaigner will be provided with pamphlets of instructions telling how the work may be effectively done. In preparation for the campaigns the men who are to lead the work in the forty cities met in Washington on Thursday of this week to receive suggestions and to lay plans, and on Friday representatives of the 500 cities having Red Cross chapters met for a similar purpose.

To secure a response from sections of the country not reached by any of the above methods, the Red Cross will depend on publicity. The National Association of Advertising Clubs has offered its services to carry word of Red Cross needs wherever it can reach. In addition, the president of every national bank will be appealed to individually as a prominent citizen to make a contribution. There are 27,000 national banks in the country.

No figure has yet been set as a desirable goal to be attained by this campaign week. The Red Cross does not hesitate to say, however, that it could use

\$100,000,000 to advantage promptly, and that beyond that its usefulness would be limited only by the funds at its disposal. The War Finance Committee is emphasizing now the work it hopes to do in rehabilitating the stricken sections of France, especially those recently left by the German forces. It will not emphasize the need of money to care for the dependent families of our own soldiers and sailors until it knows more definitely what provision the government will make for these families and how much dependency there will be as a result of conscription.

IOWA'S CHILD WELFARE STATION

FUNDAMENTAL service in child welfare is expected to result from the child welfare research station, established by the legislature and the state university of Iowa as an outcome of the agitation begun several years ago by leading women of the state, who formed for the purpose the State Organization to Promote the Establishment of the Iowa Child Welfare Research Station. Supported by women's organizations, physicians, some members of the legislature and by university professors, led by Prof. Carl E. Seashore, they all but succeeded in 1915 in passing the bill which has now become law by unanimous vote of both houses.

This act provides \$25,000 annually for "the investigation of the best scientific methods of conserving and developing the normal child, the dissemination of the information acquired by such investigations and the training of students for work in that field." The station is to be located at the state university in Iowa City, where it will utilize the laboratories, libraries and services of scholars in the respective fields of investigation. As these will be utilized at no additional expense, the appropriation may be used almost entirely in prosecuting field investigations. The station will be organized and governed by a board appointed from the faculty of the graduate college.

While the specific investigations will not finally be decided upon until a director has been appointed, it now seems probable that the work will proceed along the following lines. A basic survey will be made of the physical, mental and moral condition of the child's earliest life, from its prenatal period to its sixth year, when it enters the first grade of its school life. The facts thus found in various localities and under different conditions will then be traced by intensive investigation to find an explanation of each peculiarity of the child so discovered. The typical conditions operating for good or evil during the formative period of childhood will thus be disclosed and interpreted. It is also probable that an intensive investigation will be undertaken on the nutrition of the normal child

and another in the field of preventive dentistry.

POOLING A CITY'S SOCIAL FORCES

PHILADELPHIA is mobilizing its social resources under a district committee of the Department of Civic Relief of the Pennsylvania Committee of Public Safety. This committee includes the executives of some of the city's leading social agencies, as well as various prominent citizens. Robert D. Dripps, executive secretary of the Public Charities Association of Pennsylvania, is chairman. Judge Charles L. Brown, president judge of the Municipal Court; Stevens Heckscher, president of the Society for Organizing Charity; Mrs. John C. Groome, of the Emergency Aid Committee, and Dr. Wilmer Krusen, director of the Department of Health and Charities, are vice-chairmen, and John Ihlder, executive secretary of the Housing Association, is secretary.

Acting sub-committees have either been appointed or are in process of formation under the following heads: health and sanitation, morals, religious activities, dependents, child welfare, education, Americanization and protection of aliens, recreation, industrial conditions, recruiting and placement.

The committee is stressing two principles: 1. That organized effort for community health and sanitation, child welfare, the rehabilitation of families which need it, sound and safe industrial conditions, regular and wholesome employment, clean recreation, adequate educational facilities—especially for aliens—and for a robust and pervasive moral and religious spirit, is today national service and the finest kind of patriotism, and that, as a corollary, avoidable duplication of effort, overlapping, inefficiency, or retrenchment in service needed at this time, is definitely unpatriotic; 2. that the committee's work will in large part be a failure unless, not only during the war, but later when the war is over, the charitable and philanthropic institutions and agencies now at work in Philadelphia are stronger, more efficient and better coordinated than at the present time.

Philadelphia has no up-to-date directory of social work. The committee is planning as part of its work to supply this need. Headquarters have been engaged, and the chairman will devote his entire time to directing the work of the committee until the war closes. It is hoped that there may be a coordination not merely of plans, a thing relatively easy to accomplish at any time, but of the social forces themselves. By establishing a clearing house of social work, eliminating avoidable red tape, uniting in one campaign all the agencies and institutions of public and private charity, each with its definite part in a com-

prehensive plan, elastic enough, however, to admit of adaptation to changing circumstances, it is believed that this important part of Philadelphia's activities may be placed on a war footing as efficient as its military and industrial activities are reported to be.

COLLEGE SERVICE FOR THE VOTERS

AT the election in Oregon next month, when sixteen measures will come before the voters, Reed College, of Portland, will repeat its successful demonstration of last fall as to how a college may serve the state at the polls.

For six weeks prior to November 7 the college furnished speakers to sixty audiences in all parts of the city and reached probably one-fifth of all the registered voters. The story of the part played by the college has been told for the SURVEY by William F. Ogburn, professor of sociology and economics of Reed College.

"Every two years," writes Professor Ogburn, "each voter of Oregon becomes a legislator. At each biennial state election a number of bills and constitutional amendments, sometimes as many as thirty or forty, are submitted to the people. Many of these are so complicated that to form a careful judgment the voter needs to have a good deal of research work done for him. But how can Bill Jones, who sells groceries, get time to decide wisely, for instance, whether state, county and city should limit its appropriations each year to 106 per cent of the appropriations of the preceding year? This is only one of the complex questions he was called upon to determine this year.

"An election in Oregon is a wonderful educational period. The initiative and referendum is a device unsurpassed for the education of the people on political, social and economic issues. The citizenry fairly buzzes with comments and arguments. The newspapers help, but it would seem that the college is the best place for the voters to look for information. A college is a seat of learning and there is little suspicion that it has an ax to grind.

"This new type of educational work was done this year by Reed College by five members of the faculty and seventeen students from the departments of politics, sociology, economics and public speaking. They spoke before sixty audiences in six weeks. The meetings covered Portland so well that there were few individuals who did not live within three-quarters of a mile of a place where a meeting was held.

"There were usually three speakers at a meeting and the most important facts bearing on each side of each measure were presented in a non-partisan manner. Questions and discussions followed. I suspect that the legislators in

these meetings listened more attentively than do the elected representatives in the state legislative assembly. The meetings were held at clubhouses, schools, churches, libraries, private homes, fraternal halls and hotel luncheons. The speakers were both men and women and women voters were eager listeners in nearly every audience."

THE NEW FELLOWSHIP OF RECONCILIATION

"**T**HAT the love revealed in Christ profoundly reverences personality; strives to create an order of society which suffers no individual to be exploited for the profit or pleasure of another, but assures to each the means of development for his highest usefulness; seeks reconciliation between man and man, class and class, nation and nation, race and race; deepens and enriches devotion to home, to church, and to country, and harmonizes all these loyalties in dedication of life to humanity and to the universal kingdom of Christ"—this is the central belief shared by the men and women who, since the entry of the United States into the world war, have formed a Fellowship of Reconciliation.

Applying this principle to the duty of the Christian during the present war, they have further agreed "that since war, as we believe, inevitably involves violation of these principles and disregard of the supreme value of personality, we find ourselves unable to engage in it and are convinced that loyalty to humanity and to Christ calls us instead to a life service for the enthronement of love in personal, social, industrial, national and international life, with all that this implies."

The fellowship does not primarily seek a large membership to carry out some specific task but desires the cooperation of all who are in substantial agreement with its position and endeavor to maintain it in their everyday life and relationships. As ways of furthering the purposes of the group, it suggests the distribution of "fellowship papers," a series of pamphlets by Rufus M. Jones, W. Fearon Halliday, Willard L. Sperry and others, and a volume of essays on *The Conquest of War*; the formation of small circles for the study of international and industrial relations; work with foreign students such as that described by Charles D. Hurrey in the *SURVEY* for May 5; establishment of social forums for free discussion; literary expression of the fellowship's ideals; social surveys; and humane services for the oppressed and needy wherever opportunities present themselves. Fellowship in personal life and group membership for mutual encouragement, however, are singled out as the most important and immediate means of applying constructively the redemptive purposes of the declaration. Edward W. Evans,

511 Otis building, Philadelphia, is the secretary.

INDENTURED LABOR FROM INDIA

THE first deputation of native women ever received by the British government of India appeared before the viceroy in Delhi on March 22 to present an address on the subject of indentured labor. They had "thrown aside their customary abstention from matters outside their domestic circles and taken the unprecedented step of appearing in this public manner . . . to plead the cause of the poor, helpless and ignorant women who are taken from our villages and made the victims of the indenture system in the colonies."

The evils of this system, though conditions, in the West Indies, for instance, have been much improved in recent years, are well known and have been condemned by the Indian government itself. But, said the deputation, the separation from lifelong associations, the sense of degradation for those who have been beguiled into leaving their families and homes, the loss of self-respect and hopelessness of the men and women subject to it, have made indentured labor an institution which no reform will ever justify in the eyes of decent Indians.

We feel that the evils which have taken place under the indenture system have become so ingrained in the crown colonies affected during the past few years that no more Indians can go there in the future as unskilled laborers without the gravest moral risks. We are convinced that to preserve the self-respect and to uphold the honor of the Indian nation it is absolutely necessary that not a single Indian man or woman should ever go out under indenture again.

The viceroy in his reply mentioned that owing to circumstances well understood indentured immigration had been virtually stopped during the war. He did not believe that a traffic of this sort once ended could be revived. "It may be that in the future Indian laborers may desire to leave their native land in order to seek more remunerative employment in distant colonies. But if that contingency arises, we shall take care that the conditions are wholly different from those obtaining under the indenture system." He hoped, further, that through the development of her industries India would in future offer such tempting conditions of employment that neither men nor women would wish to emigrate.

His address included also an eloquent plea to the women of India to aid the government in the solution of the country's diverse social problems by taking a more prominent part in public life. He especially desired the deputation to use its influence in working for the higher education of women so that the growing inequality between men and women should be stopped. The aid of educated

women was needed also in hygiene and sanitation and, especially, the combat of tuberculosis. "On all these, it would be of inestimable value if women of position and education would institute a campaign of instruction amongst their fellow countrywomen."

TUBERCULOSIS AMONG THE ROOKIES

A PLAN for the control of tuberculosis in war time, drawn up by Dr. Herman M. Biggs, of New York, was presented to the National Association for the Study and Prevention of Tuberculosis at its annual meeting just held in Cincinnati, by Dr. George H. Palmer, of Springfield, Ill., chairman of the committee on tuberculosis in the Council of National Defense, the other members being Dr. George M. Kober of Washington and Dr. C. J. Hatfield, secretary of the national association.

Dr. Biggs' plan is, in part, to provide for the War Department a list of qualified experts who would volunteer to assist the Medical Corps of the army in examining recruits who show signs of pulmonary disease, or in whom the history indicates its possible presence. It would greatly expedite the work of the Medical Corps, already a much overworked body, said Dr. Biggs, if all cases of the following types were referred to a volunteer expert:

Every man whose history shows that at any previous time he has had any illness resembling pulmonary tuberculosis;

Every man who gives a history at any previous time of pneumonia or pleurisy;

Every man whose history shows that one or more members of his immediate family has had pulmonary tuberculosis or died of this disease;

Every man with a flat chest whose weight compared with his height is 15 per cent below normal;

Every man who gives a history of chronic catarrh or any symptoms of any disease in the chest;

Every man in whom any abnormal physical signs of any kind are found in the chest.

"We are of the opinion," said Dr. Biggs, "from our own experiences and interpretation of expert opinion in this matter as well as from the experiences of the armies in Europe, that any man with even a very limited amount of pulmonary tuberculosis, which is latent or arrested, is almost certain to break down under the physical strain of military training and army life, and a focus of disease previously latent or arrested will almost certainly become active."

Other recommendations of this committee were the periodic examination of all troops within three months after enrollment and every three months thereafter; the prompt isolation and reexamination of every soldier who has a cough for more than two weeks or whose general physical condition undergoes deterioration. When a positive diagnosis of tuberculosis is made, the soldier should be given hospital or sanatorium treatment, preferably in his home state, lest homesickness counteract the benefits of climate in remote localities.

COMMUNICATIONS

SAID OF THE SURVEY

TO THE EDITOR: Please find enclosed check for \$3 for one year's subscription to the SURVEY. It has been so much to me in our work in this small town.

MRS. G. B. BARROW.

[President, Civic Improvement League.]
Clarksville, Va.

WAR RELIEF

TO THE EDITOR: It seems to me there is confusion of thought in identifying the Red Cross with humanity. Relief to war suffering is, I think, essentially military in its effect, not humane.

In the first days of the factory system, ruthless industrial methods produced ravages comparable with those of war—torn bodies, bent limbs, blindness and starvation. Organized poor relief, as a subsidy to wages, prolonged these methods by making them a little more tolerable. It was only when industry was made to pay its own costs, when limitation of hours, prohibition of child labor, sickness and accident insurance, took the place of poor relief that industrial suffering was reduced.

It is war, not failure to join the Red Cross, that produces the misery we are asked to relieve. Whatever makes war more bearable tends to make wars possible. Upon the present war, moreover, contributions of any sort have a military effect. In modern war money and men must be devoted to hospitals; if someone else provides my hospitals, my money and my men can go to the trenches. If I get all the hospitals and my foe none, I have so much more chance of winning; if they are given to both of us, we can both fight longer. If in America we gave dances to raise money for field supplies and artillery corps, France could provide more hospitals; by giving hospitals, we enable France to provide more munitions.

If humanity can be served only by a victory for the one side or the other, it is doubtless humane to help pay the wages of war by contributing military stores: guns or hospitals or men. But if it is the first interest of humanity that wars come as seldom and consume as little as possible, then it is humane to leave war to stand on its own feet. If every warring country paid its own wages and were responsible for its own wreckage, we should soon find some substitute for carnage.

Ithaca, N. Y.

ALICE EDGERTON.

SAN FRANCISCO EXPOSITION

TO THE EDITOR: I write from a large state college in a western state. I feel moved to send you a concrete example of the effects of the notorious conditions in San Francisco and the exposition upon the country at large—such as were used in the form of argument to the exposition and San Francisco authorities by those working for a clean exposition city in 1914-15.

I am informed by a student here whom I consider thoroughly reliable, that the group of cadets who were sent by the college to drill at the exposition were given great freedom while there, and that during the week all but one of the entire body visited the Barbary Coast. Most of them went there the first night, having that in mind as the first thing to see because of its reputation.

Further, the Streets of Cairo was advertised about among the cadets by those of their number who first saw the show, and it was generally known among them as the

place where it took 10 cents to get in and 65 cents to get out, but that it was worth the money. Some of your readers know what a vile show that was: enough permanently to slime a boy's attitude toward womanhood. I personally saw a group from one of the many national college fraternity conventions at this show.

San Francisco has the distinction, apparently, of having introduced into the limbo of suggestive ideas in the minds of American youths, the whole Hawaiian and South Sea cult—much as the Chicago exposition is responsible for the complex of ideas connected with oriental immorality. It is not two nights since a body of students serenaded a sorority house with a song, entitled The Honolulu Hula Girl, the words of which were extremely vulgar and which are directly associated with such shows and songs as were introduced in San Francisco during the exposition year. I regret to say that the song was applauded by the members of the sorority.

Here, then, are two instances in as remote a region as could well be imagined, tracing directly to the effects of the policy back of the San Francisco and exposition administration.

The present life and death struggle between the reform forces and the business-tenderloin combine in San Francisco, though less clear cut than the crisis of the graft prosecutions, is of national importance and, therefore, worthy of treatment in the SURVEY, because it represents the last stand of segregated commercialized vice in this country in unprecedented brazenness and with a cynicism which can only be described as San Franciscan.

Pullman, Wash.

FRANK BALDWIN.

CHILDREN'S MOVIES

TO THE EDITOR: "How did you like the picture today?" we ask the child of twelve or fourteen, who has just viewed a film which bears the name of one of his favorite stories. "Pretty good," and then—"It was not right." "Why was it not right?" "Well, they rammed the bow of the boat instead of the rudder. There wasn't any girl in the story. The chest drifted ashore, they didn't pull it. Lots of it wasn't true."

These statements reveal the attitude of the child. "Do not tamper with our stories. If the rudder of the boat was rammed in the original story, the rudder of the boat must always be rammed in every subsequent telling of the story."

This is one of the psychological principles to which the National Juvenile Motion Picture Board calls the attention of the motion picture producer who is becoming interested in juvenile films. The harsh details may be softened, usually should be softened, but the story must be accurately told.

The National Juvenile Motion Picture Board was formed about three years ago. The lack of wholesome juvenile films sent the New York committee to the producers who unanimously said, "Show us a paying demand for juvenile films and we will produce them." The committee looked about for this demand. It did not exist. Finally from various parts of the country came the news of other committees attempting the same thing in practically the same way. It was as if the great mother-heart of our country yearned for the right thing for her offspring, and selected the same plan for all. By the urgent request of each committee in response to the invitation of the New York committee, a federation was formed and the movement became national. And behold, the nucleus of a "demand"!

All members are altruistic, their only desire being to turn the tide of juvenile attendance upon the movies to Robinson Crusoe, Alice in Wonderland, Twenty Thousand Leagues Under the Sea, Snow-White,

Dickens' Christmas Carol, Silas Marner, etc.

And they come! Bless their hearts, they come, and they come again the next time—1,800, 3,000, 6,000 in attendance at one performance!

This is what they wish—the very thing they ought to wish; they crave it, they must have it, and we shall see that it is theirs. We, therefore, insist upon the finest and best there is for our children—fine photography, clever and subtle acting, wholesome stories in plot and detail, stories which touch their lives and make them great.

ADELE F. WOODARD.

[National Juvenile Motion Picture Board.]
New York.

SOCIAL WORK-ISH-NESS

TO THE EDITOR: One thought I should like to give you for what it may be worth: Do not allow the SURVEY to foster the idea, however unconsciously, that professional social workers and thinkers as a class have a monopoly in the world's supply of good will toward men. The layman who spends much of his time—too much perhaps—in gainful occupations is not always an oppressor of the downtrodden, and his motives are not always selfish. His viewpoint is often different from the viewpoint of the social worker because his training and experience have been different.

For example, he is apt to take into account self-interest as a factor in human nature, which factor is too often confused by social workers as the equivalent of selfishness. Selfishness is unchristian and anti-social, whereas self-interest is neither. I sometimes think that there is as much social welfare in an honestly conducted business enterprise which is financially successful as there is in many of the social activities, laying stress, as such a business does, upon the importance of the individual being self-supporting and self-respecting, whereas the danger in some purely socialized activities is to foster an enervating paternalism.

Also it is not unusual to find among business men a conception as to the true causes of the social ills and sensible remedies for their cure or alleviation which, for reliability, compares favorably with the diagnosis and remedies of the professional reformer.

It would not be altogether surprising if out of the turmoil of modern thinking there should spring up before long a new society which would be known as The Society for Reforming Reformers, made up of common-sense individuals, some of whom might well possess a saving sense of humor. Such a society should include among its members many of the present social workers and thinkers, for I recognize a clear distinction between the professional social worker and the professional reformer.

But there would be no space reserved, nor any standing room provided for that type of reformer, whether he be a social worker or not, who advocates changes for the sake of changes, who impugns the honesty of the motives of those who oppose him, who stirs up class feeling and who discredits existing institutions, as, for example, the courts, because of some decision which in his opinion is not in accordance with social justice, however unassailable it may be legally.

These thoughts are the results of certain impressions I get from reading some of the articles in the SURVEY, and particularly by occasional phrases which appear in its columns when some question of nation-wide or world-wide interest is under consideration, and the query is asked "What should be the attitude of the social worker in relation to this great question?" This direct appeal to the social worker, as such and under such circumstances, is, to my mind, a great mistake. His class consciousness should not be emphasized when facing a problem of general interest any more than it would be

right to appeal to the class consciousness of the lawyers, or the ministers, or the barbers, or the bricklayers. Questions affecting methods, practices and ethics—in other words, the technique of a profession or class, are proper subjects for professional or class concern, but not so with questions of general importance. Such questions should be regarded from the standpoint of citizenship, and preferably from the standpoint of American citizenship.

Therefore, I repeat that any tendency to encourage class consciousness among social workers, or for that matter, among labor or capital, or to make any class feel that there has been imposed on it a burden of responsibility for human welfare different in kind or degree from that imposed upon all well-intentioned and sound-thinking people, is an erroneous tendency which has manifested itself at times in the pages of your publication—although probably wholly without any conscious intention on your part, or on the part of those who write for your paper.

All of this is said with the most sincere appreciation of the stimulating effect of the ideas for social betterment which are largely created and carried into effect by the professional social worker. My point is that any work that is worth while is of greater consequence than the individual or group of individuals that is engaged in it, and that an exaggerated ego in the individual or the group is not only unbecoming, but militates against the value of the work itself.

M.

New York.

A TYPICAL TOWN

TO THE EDITOR: A few months ago some of the citizens of Lake Linden, a small community of 6,000 people, and Hubbell, towns in the copper region of Michigan, began investigating the pool room and cigarette situation, with the result that several organizations, as well as individuals, have cooperated to bring about an improvement.

The laws of the state were reviewed with the result that the superintendent of schools drafted a circular poster, at the request of a committee, which was later submitted to the local civic improvement society for approval. This society went before the two village councils and the board of education to secure their cooperation and met with success. When the poster was printed it was distributed to all the local business houses. The daily and weekly press have given space and furthered the publicity of the movement. At least one saloon and one pool room placed the cards on the glass of the main entrance, and a proprietor of one of the saloons has volunteered to have a petition circulated to the effect that in the future persons carrying a line of tobacco will no longer handle cigarettes (soon there will be no saloons as Michigan voted dry last November). A recent survey of high school students revealed the fact that only one boy smoked cigarettes to any degree.

Clubrooms are maintained by business men of the town, the Calumet and Hecla Mining Company has for years maintained an excellent public library, a large room in the city hall is being used for social center purposes by old and young. A hundred and fifty thousand dollar (\$150,000) high school building is now under construction, which, besides providing laboratories for all the vocational branches, will contain a gymnasium of regular size fully equipped, an auditorium that will seat twelve hundred people, this room will be provided with a stage for amateur dramatics and a fireproof motion-picture booth.

At the present time art and industrial clubs are being planned for the boys and girls. Evening classes are now in operation. No one person or group of persons is responsible for this community movement, but it is the result of all forces working together for

greater community uplift and improvement.

Having often been interested in reading the articles in the SURVEY on the community work that is being done in the large centers, I have taken the liberty of enclosing a statement of what is being done in a small community. I am not reporting it as being unusual, but rather as typical of the general spirit and attitude in this part of the country, and as an example of what can be accomplished when there is a genuine spirit of cooperation.

Lake Linden, Mich.

R.

BIRTH CONTROL

TO THE EDITOR: There are two kinds of law-breakers: the ones who break the laws for selfish purposes, such as to gain wealth or power for themselves, and the ones who break laws for unselfish purposes, to further some great social principle burning in their hearts.

Unselfish law-breakers seem usually to be punished far more severely than selfish ones; the higher the motive that makes a man break the law, the more vindictively is he punished by those who cannot appreciate the nobility of the sacrifice.

There is at present on trial in Cleveland a case of the unselfish sort of law-breaking. Mrs. R. D. Mitchell has been arrested on the charge of having in her possession birth-control literature, technically called "obscene." The articles, drugs or information that she had are openly sold in every drug store, or may be obtained from any family physician, but such men are not prosecuted. This woman is picked out for a victim because she was not hypocritical nor mercenary, but boldly believed that the law is unjust, and proceeded to ignore it.

Birth-control is no more contrary to nature's laws than is brushing one's teeth. It is advocated by the highest authorities, and is practiced almost universally by all intelligent married couples. But the poor, who cannot support children, are not informed on such subjects, and the result is that our country is being swamped with unwelcome children, forced on the parents by the state, born in want and doomed from birth to lives of hunger and despair. The United States is the only civilized country in the world where laws exist against the spread of birth-control information. In Holland, since the establishment of free birth-control clinics, the infantile death-rate has fallen greatly, and the national health and stature has been increased. It is an unavoidable conclusion that every person should have the right to say when and how they shall have children. By the present laws, this right is denied to thousands of poor people in practice, and to all of us in theory.

Realizing these facts, and many more, a prominent clubwoman and the mother of four children has violated the laws on this subject in the firm belief that they are cruel and unjust and that it is only a matter of time when they will be repealed. By that act she takes her stand in a group of heroes who have dared to risk their liberty for their faith. The cases of Mrs. Byrne and Margaret Sanger in New York city have already resulted in an investigation of the law and will bear more fruit later. It is certain that the names of these women will be hailed as pioneers when the names of their judges are hidden in oblivion.

The outcome of the Cleveland case is still uncertain, but it looks serious. The same judge recently sentenced Dr. Ben Reitman with the full severity of the law. The duty of the readers of this letter is plain. They should help to further publicity in all ways. The cause of truth never needs censorship or inhibitions. Mrs. Mitchell may be spared, but if not, her sacrifice will not have been in vain. She points the way to richer lives and fuller freedom.

Cleveland.

S. H. PHINNEY.

SOCIAL LEGISLATION

MONTANA'S legislature has created a division of child welfare to be under the supervision of the State Board of Health. This is the fifth such division in the country, the others being in New York, New Jersey, Pennsylvania and Kansas. Important powers were added to the state health board, and valuable regulations affecting the work of public health and school nurses were passed.

UTAH'S legislature two years ago was described in the SURVEY by James H. Wolfe, of Salt Lake City, as a useless session so far as results were concerned. This very failure, however, aroused the people of the state and paved the way for a fruitful session just adjourned. It is, Mr. Wolfe points out, practically the beginning of social and industrial legislation in Utah, but it is a broad beginning. The legislature passed what is hoped will prove the most effective prohibition bill in the United States; it established an industrial commission with large powers, including the administration of the workmen's compensation act and control over contracts between employers and employes; it passed a broad initiative and referendum bill; it established a public utilities commission; it appropriated \$2,000,000 for roads and accepted the proffered federal aid in road-building and vocational education; it enacted an important irrigation law and established a water rights commission; it rewrote the militia code. While the income tax bill failed in one house, an occupation and privilege tax imposed on mining operations, which goes into operation in 1918, will, it is said, draw the attention of tax experts throughout the United States.

PERHAPS it is the students of educational matters who are most jubilant over the results of the session of the New York legislature just closed, for measures which they hardly dared to hope for have gone through. For instance, the "cities bill," reducing the New York board of education from 46 members to 7, "gives hope of getting things done," as someone said. The similar townships bill means that the educational system of the entire state, city and rural, can now be organized upon a definitely efficient basis.

The restaurant bill, supported by the Consumers' League, gives to women employed in restaurants a 54-hour week, rest for one day in seven and no night work.

The advertising of quack remedies for venereal diseases is prohibited. Health certificates for marriage licenses will be required hereafter. Provision is made for the consolidation of certain health districts of the state in the interests of economy and efficient administration. A better regulation of registration districts for vital statistics has been secured. The bill regulating more strictly the sale and use of drugs, introduced by Senator Whitney, has passed, though in a somewhat modified form.

The proposed constitutional amendment granting full equity jurisdiction to children's courts and courts of domestic relations, drafted by the State Probation Commission and introduced into the proposed constitution of 1915, was introduced separately this year and passed. It gives to the courts of this state the power possessed by the Chicago Juvenile Court and many others to deal with children's cases and cases of non-support in a broadly social and non-criminal manner.

The passage of the Hill-Wheeler city local option bill extends to people of all cities in the state, except New York city, where the law would have to be accepted by special referendum, the right to vote on licensing for the sale of alcoholic beverages within their limits—a right hitherto possessed only by the towns.

In the field of prison reform, an important law discontinues the fee system in county jails and substitutes per capita weekly payments for the maintenance of prisoners. Another act provides that any prisoner under life sentence shall be eligible for parole except only those who are serving a life term because the death sentence was commuted. The provisions that superintendents of state prisons may lease lands, paying for them out of the capital fund; and that all farms of state institutions, including prisons, shall be under the control of the Department of Agriculture, are considered advantageous, both because of the economy of thus further developing industrial resources of the institutions, giving opportunity for outdoor work for prisoners, and ensuring skilled supervision of such work.

At the discretion of directors of reformatories of the state, the use of tobacco will be permitted. Since many disciplinary troubles have arisen over this point, the new ruling is expected to make for harmony.

The bill providing for three-family use of old dwellings in Brooklyn, over which housing reformers sharply divided, was passed. The Strong reorganization bills for the State Board of Charities all failed. The passage of the Brown ripper bills, permitting the abrogation of certain features of the labor law during the war, and the success of the bills establishing the State Hospital Commission to work out a ten-year program, have been previously reported.

JOTTINGS

VOLUNTEER courses in typewriting, book-keeping and indexing have been offered by Columbia University, New York city, to train students for government service.

NEW officers of the National Association for the Study and Prevention of Tuberculosis are: President, Dr. Charles L. Minor, Asheville, N. C.; secretary, Dr. Henry B. Jacobs, Baltimore; treasurer, William H. Baldwin, Washington.

MINIMUM wage boards for the embroidery industry have been established by the Swiss Bundesrath. The state department has power to determine both piece and hourly rates of wages which may be varied from time to time, but before making such determination is obliged to obtain a report from a representative wage board commission.

THROUGH an error the statement was made in the SURVEY of May 12 that the legislature of Iowa had passed a bill giving the governor authority to suspend the child labor laws, despite the fact that in the issue of May 5 this bill was reported as defeated. The earlier statement was the correct one, the bill having passed only one house.

OVER 2,000 students of Teachers' College, New York city, have registered for special two weeks' emergency classes in war cooking, the making of Red Cross garments, knitting, field photography and fifty other war topics. Regular classes are discontinued and examinations waived for all who take

this work. The college estimates that 20,000,000 inhabitants of the country will profit by this work, since the teachers will in turn give similar courses in their own home towns this summer.

SENATOR ROBINSON, who led the fight for the federal child labor law in the upper branch of Congress, is authority for the statement that there is not the least possibility that the Senate will seriously consider the suspension of the law, despite the movement among southern cotton operators to postpone the date on which it will go into effect from September 1 next to the end of the war.

MANY friends made by Henry Bournes Higgins, president of the Australian Federal Arbitration Court, while he was in this country three years ago [the SURVEY, August 1, 1914], will learn with regret of the loss of his son and only child, who was with the British troops in Egypt.—Judge Higgins has been for long the president of the Melbourne Peace Society, and has never ceased to speak and write on behalf of freedom of speech, even in war time.

MCGILL UNIVERSITY, Montreal, has recommended the founding of a Department of Social Service to the university governors. One argument was that the war had turned people's minds more than ever to the urgency of social and industrial problems. It was also pointed out that while the number of trained social workers in Montreal has greatly increased in the last few years, most, if not all, of these have received their training in the United States.

TWO HUNDRED newspaper men—publishers, editors of dailies, Washington correspondents, correspondents of foreign journals, magazine editors and writers—have been invited by the Academy of Political Science in the City of New York, to join in a conference on foreign relations. What America should stand for in the day of settlement—in world organization, in the principles underlying that organization—with respect to the Caribbean and Latin America, with respect to the East, with respect to colonies and weaker nationalities, are some of the things to be discussed at the meeting which will be held May 28 to June 1, at Long Beach, Long Island. The American Society of International Law is coöperating with the academy.

CLUB girls from twenty-eight New York settlements met together May 12-13 at Mt. Ivy, the summer house of the College Settlement, in the first inter-settlement conference of senior club girls. Such topics were discussed as finance and business management, form of organization, membership and club standards, neighborhood social work, house social activities, club programs and club spirit. The conference was a first step in forming a permanent association of inter-settlement girls' clubs, similar to the boys' inter-settlement athletic association.

PRELIMINARY announcements of the health surveys now in course by the Metropolitan Life Insurance Company in different parts of the country indicate a large incidence of rheumatism as well as diseases of the heart and stomach. In West Virginia, where the company was investigating during March, influenza was unduly prevalent. In Kansas City, scarlet fever and measles showed so high a rate as to point to possibly epidemic conditions. In the western city more sickness was found among Negroes than among the white people. In West Virginia, the greatest amount was among coal-miners.

MASSACHUSETTS, which a fortnight ago had two dry votes in Congress, has now six

and in addition a "spotted dry," as the prohibitionists call Senator Lodge, who is willing to prohibit distilled liquor, but not beer and wine. A mass meeting in Boston last Sunday, including representatives of practically every prominent woman's organization, urged Governor McCall to come out for war prohibition and protested against the stand of Senator Lodge and the Boston *American* in the partial measure which they advocate. Men's organizations in all parts of the state have already taken a position in the matter.

"THIS town, with a population of 5,000," writes S. P. Chown, of Renfrew, Ontario, in connection with the SURVEY series on the Canadian Patriotic Fund, "has raised and given, or will have given by the end of this year, since the war started over \$150,000 for the Patriotic Fund, Red Cross fund, Belgian relief and other patriotic and war funds. Early each year we have a patriotic campaign lasting three or four days in which we get pledges from all classes, from the richest to the poorest, to pay a fixed amount each year spread over ten monthly payments. If the war continues for another year the town is good for another \$50,000 for these funds."

THE new base hospitals which the American Red Cross has been organizing for a year and a half are being ordered out for active duty and one has reached France. Each consists of 23 doctors, 2 dentists, 65 nurses and 150 enlisted men of the medical department, and is equipped to care for 500 wounded men. Besides its surgical equipment, each unit has its own laundry, kitchen and X-ray outfit. The six ordered out are those organized from the Presbyterian Hospital, New York city; Lakeside Hospital, Cleveland; Medical School of Harvard University; Pennsylvania Hospital, Philadelphia; Northwestern University, Evanston, Ill.; and Washington University Hospital, St. Louis.

ILLINOIS cooperation with the Woman's Division of the Committee of National Defense has been organized under the chairmanship of Mrs. Joseph T. Bowen. Serving on the advisory council of the state division are the presidents of the Federation of Women's Clubs, the state Women's Christian Temperance Union, the Catholic Woman's League, the Young Women's Christian Association and the Woman's Church Federation. Through the last, the united Protestant churches of the state have for the first time sought and secured recognition in public service. A complete registration of all the women of the state for service during the period of war is the immediate purpose of the Woman's Division.

THE preparedness claim has captured, for the time being at least, the new department of prevention and cooperation which V. Everit Macy, commissioner of charities and correction of Westchester county, New York, created several months ago to study charitable and correctional problems in that county. The department has practically been merged with the Committee on Cooperation with Red Cross, War Relief and Health Agencies, which is a sub-committee of the Westchester County Commission of General Safety, created recently to prepare Westchester county internally for any emergency due to war. John R. Shillady, director of the department, is acting as executive secretary of the committee.

"NAIL a flag to your hoe, your spade, your rake, and enter heart and soul into the food-growing movement." This slogan of the Woman's Christian Temperance Union is being followed by the 20,000 local unions in every part of the country. The Oregon W. C. T. U. is out to make "two chickens grow

Some of REBMAN'S New Books

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Fasting and Undernutrition in the Treatment of Diabetes.—By HEINRICH STERN, M.D., LL.D., New York.

This little book is based entirely upon personal observations and experiences. It will be found that it differs, in certain essentials and in a number of details, from the rules and regulations laid down by others in articles dealing with the same theme.

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where only one grew last year"; the Michigan branch is cooperating with the State Agricultural School; other states are establishing canning clubs. The W. C. T. U. is prepared also to give information in regard to the making and filling of comfort bags; the establishment of rest-rooms at training stations and mobilization camps; the knitting of vests, mufflers and wristlets; general relief for families of enlisted men; and many other forms of assistance.

THE United States government has appropriated twelve and a half million dollars monthly for relief in Belgium and northern France to share with the allies the burden of this pressing obligation. In view of this fact, the Commission for Relief in Belgium has discontinued its appeals for voluntary contributions and suggests that pledges for future gifts be diverted to other urgent needs of foreign war relief. Millions of people in Poland, Armenia, Syria, Palestine, Serbia and other Balkan countries depend on voluntary gifts from America for life itself. The Federal Council of the Churches of Christ in America has sent out a new appeal on behalf of these stricken countries which do not participate in the official appropriation and where, according to recent reports, want and sickness are on the increase.

THE first task of the mayor's Committee of Women on National Defense, appointed by Mayor Mitchel as the official body for the coordination of defense and relief committees in New York city, is to make a uniform registration of all women's organizations or groups devoting themselves to emergency work. The committee will then be in a position to act as a clearing house for war service information of any kind. It will be able to suggest new fields of activity, to call attention to obvious overlapping of the work of existing agencies and to point out to organizations and individuals useful channels for their patriotic energies as well as opportunities for specialized education or training. Ruth Morgan is chairman of the committee and Mrs. Harrison Thomas is the executive secretary at the headquarters, 4 east 39 street, New York city.

THAT the break with Germany does not interfere with the possibility of bringing aid to the Jews in Palestine was pointed out in the SURVEY for March 31. That this also holds true of the relief of Armenians and Syrians is stated by Fred P. Haggard, chairman of the committee for the relief of these peoples. Contrary to the erroneous belief that in the event of a break in our relations with Turkey all work in the aid of sufferers in the near East would have to be discontinued, the committee has made arrangements for cabling credits to the stricken zones and for the administration of such funds by neutral agents. After a period of dissension and comparative inactivity, different factions representing the 200,000 Syrians in this country have recently come together for a renewed joint effort to raise a large fund for the relief of their suffering friends abroad.

FOLLOWING its time-honored policy of generosity towards its men who serve in the army or navy, Massachusetts was quick to make provision for such men and their dependent families. Supplementing their federal pay, the legislature voted each enlisted man \$10 state pay per month, and in addition an amount not to exceed \$40 per month for dependent families. The administration of these appropriations is in the hands of the commissioner of state aid and pensions. Last summer when troops were called to the Mexican border, Governor McCall appointed a voluntary committee, the Massachusetts Volunteer Aid Association, to make

provision for dependent families. When troops were called out in the present crisis, this association found itself with over \$20,000 left from the fund raised last summer, and accordingly was again called into activity by Governor McCall. The Red Cross, through its Civilian Relief Committees, has been of material assistance. In Boston, the committee of the Metropolitan Chapter is the agent of the Volunteer Aid Association in reporting upon the needs of families of soldiers. Since the Red Cross is a national organization, local chapters are also assisting families of men who do not belong to the Massachusetts quota and consequently are not eligible either for state aid or for assistance from the Volunteer Aid Association.

BESIDES the classes in civilian war relief noted in earlier issues of the SURVEY, a number of other classes have been announced. In Denver, 36 persons have registered in the class conducted by the Social Service Bureau of the Federation for Charity and Philanthropy, of which Anna G. Williams is general secretary. The field work is given by the bureau, the City Charities Department and the Jewish Aid Society. In Atlanta, the class is conducted by Joseph C. Logan, general secretary of the Associated Charities, in cooperation with the Juvenile Court, the Anti-Tuberculosis Association, the Jewish Educational Alliance, the Fulton county probation officers, the Vocational Bureau, the Central Presbyterian Church and the Atlanta Child's Home. In St. Louis the Missouri School of Social Economy, George B. Mangold, director, is conducting a class for the St. Louis chapter of the Red Cross, with the cooperation of many social agencies, and in the hope that those completing the course will form a stable group of volunteers.

PRESIDENT WILSON has made available for the United States civil service the lists of eligible candidates for clerical work from 250 states and municipalities. The Civil Service Commission in New York city offers 150 stenographers and typists for appointment in the wartime service of the federal government. That these candidates will receive early appointment, however, is by no means certain, as the number of additional clerks to be employed in Washington this year is reported as well under 5,000, while there are 100,000 names on the eligible lists of the federal Civil Service Commission alone. Press reports to the effect that the national capital would require the help of 100,000 additional clerks this summer and that problems of housing and social living would be proportionately complicated, are said in Washington to be unfounded. The War Department is employing some 700 additional men and women in its clerical staff. The Treasury has added 300 clerks, the Council of National Defense something less than 100 and other departments about 400 in all. When the Bureau of Internal Revenue, in the Treasury Department, is engaged in collection of the income taxes it will have an additional force of 1,500 to 2,000 people in Washington and 1,000 in the field. Civil service officials see in this war the beginning of a process of distribution of the executive forces of the national government throughout the country. For example, the liberty loan work is being handled by clerical forces in the twelve cities where the federal reserve banks are located. Efforts are constantly made to have field work summarized before it is reported to the national capital. In this way clerical staffs will be built up in the federal branch offices throughout the country and the tendency to assemble in the capital city a vast army of professional public servants out of touch with the normal political and industrial spirit of the United States will be overcome.

PAMPHLETS

(Continued from page 186)

anian Information Bureau, 324 Wharton street, Philadelphia.

THE DANGER AND THE DUTY OF THE PRESENT HOUR IN AMERICA. By Dr. Henry Neumann, Brooklyn Ethical Culture Society, New York city.

THE AMERICAN PLAN, for the settlement of our disputes with Germany and Great Britain. Joint High Commissions of Inquiry and Conciliation. By William I. Hull. American Union Against Militarism, Munsey building, Washington, D. C.

THE MEXICAN PEOPLE AND THEIR DETRACTORS. By Fernando Gonzalez Roa. 25 cents. Latin-American News Association, 1400 Broadway, N. Y.

MILITARY TRAINING FROM THE STANDPOINT OF EDUCATIONAL PSYCHOLOGY. By Max Eastman 5 cents; 100 copies, \$3. American Union Against Militarism, Munsey bldg., Washington.

OFFICIAL DOCUMENTS LOOKING TOWARD PEACE. American Association for International Conciliation, sub-station 84, 407 West 117 street, New York city. The Principle of Nationality. P. Theodore Ruysen. Translated by John Mez.

INTERNATIONAL REORGANIZATION. By Alpheus H. Snow. General Peace Society, Colorado building, Washington.

LIVELIHOOD

SOCIAL SURVEY OF COUNCIL GROVE, KANSAS. Price, 10 cents. The University of Kansas Extension Center, Council Grove, Kan.

STATE SUPERVISION AND ADMINISTRATION OF CHARITIES. By Frederick Howland Guild. Indiana University Studies. Price, 25 cents. University Bookstore, Bloomington, Ind.

REPORT OF THE MINNESOTA CHILD WELFARE COMMISSION, with bills recommended and synopses of all changes from the present law. Room 27, State Capitol, St. Paul.

A CAMPAIGN OF EDUCATION THROUGH ADVERTISING. Charity Organization Society, 105 East 22 street, New York city.

STUDIES IN SOCIAL WORK. New York School of Philanthropy, 105 East 22 street, New York city. No. 10, Sermon on Alms, by Saint John Chrysostom (347-407 A.D.), 15 cents, translated by Margaret M. Sherwood; No. 11, Concerning the Relief of the Poor or Concerning Human Need, letter addressed to the Senate of Bruges, by Juan-Luis Vives, January 6, 1526, translated by Margaret M. Sherwood, 25 cents.

THE CHARITY VISITOR; a handbook for beginners. By Amelia Sears. 50 cents. Chicago School of Civics and Philanthropy, 2559 Michigan avenue, Chicago.

MISCELLANEOUS

BRIEF FOR PRESIDENTIAL SUFFRAGE INCLUDING THE ILLINOIS BILL. National Woman Suffrage Publishing Co., 171 Madison avenue, New York.

A NATIONAL LIQUOR COMMISSION. By Henry Barrett Chamberlain, 928 Hearst building, Chicago.

ENDING A WAVE OF FANATICISM IN A SEA OF PATERNALISM, the Creatures of Our Own Making Seek Our Destruction; the Vaunted Power of the Press is no More. By W. F. Wiley. Published by the United Press Association, Cleveland.

THE COUNTRY CHURCH, an Economic and Social Force. By C. J. Galpin. Agricultural Experiment Station, University of Wisconsin, Madison.

THE ALCOHOLIC PROBLEM, Considered in its Intellectual, Medical, and Sociological Aspects. By Charles B. Towns, 293 Central Park West, New York. Reprint from the *Modern Hospital*.

THE ANTI-PROHIBITION MANUAL. Published by the Publicity Department of the National Wholesale Liquor Dealers' Association of America, 301 United Bank building, Cincinnati.

EMERGENCY CITY BULLETIN. National Board of the Y. W. C. A., 600 Lexington avenue, New York city.

COLUMBIA WAR PAPERS. Series 1, Number 1, Entitlement for the Farm, by John Dewey; Number 2, German Subjects Within Our Gates, by the National Committee on Prisons and Prison Labor; Number 3, Mobilize the Country-Home Garden, by Roscoe C. E. Brown; Number 4, Our Headline Policy, by Henry Bedinger Mitchell; Number 5, Deutsche Reichsangehörige hier zu Lande vom National-Ausschuss für Gefangene und Gefangnisarbeit; Number 6, Food Preparedness, by Henry R. Seager, professor of political economy, and Robert E. Chaddock, associate professor of statistics; Number 7, How to Finance the War, by Edwin R. A. Seligman. McVickar, professor of political economy, Columbia University, and Robert Murray Haig, assistant professor of economics, Columbia University; Number 8, Farmers and Speculators, by B. M. Anderson, Jr., assistant professor of economics in Harvard University; Number 9, A Directory of Service: how and where each member of the community may find work for the nation. Compiled under the direction of John J. Coss, by Irwin Edman, Horace L. Friess, James Gutmann and John H. Randall, Jr.; \$10 a hundred. Number 10, City Gardens, by Henry Griscom Parsons; Number 11, Bread Bullets, by Roy S. MacElwee; Number 12, Rural Education in War, by Warren H. Wilson. New York Division of Intelligence and Publicity of Columbia University. Nos. 1, 2, 3, 4, 5, 6, 8, 10, 11 and 12, \$3 a hundred; Number 7, \$5 a hundred.

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EARLY in April representatives of a score of the leading national social service organizations met with the SURVEY staff to exchange views as to the wartime urgencies in their fields, and to acquaint us with their plans.

THERE was general recognition of the need for spreading intelligence as to practical activities paralleling military operations—such as the relief of soldiers' families, the medical and vocational work for invalided men, the recreational problems of garrison cities, the preservation of labor, health and compulsory education standards, and a great number of other forms of emergent public service.

IT was felt all around that by serving as a chronicle, by pooling experience and suggestion, by affording a channel for the criticism of false starts and disorganized endeavor, and for the informed discussion of the social bearings of situations and issues as they develop, the SURVEY could perform a very real and vigorous function in what might be called the civil strategy of the national crisis.

WE are already well along in certain constructive plans. To illustrate, as early as March we "struck twelve" in articles on the work of the Canadian Patriotic Fund, which the Red Cross is reprinting and distributing to its chapters throughout the country. At the present time, Porter R. Lee's lectures to volunteers on "The Task of Civilian War Relief," at the New York School of Philanthropy, is, through the SURVEY, being used by training classes in

Washington, D. C.
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OTHER equally definite steps, cashing in social craftsmanship and drawing on the resources of cooperating national and local movements, will be announced within a fortnight.

ANY one of a hundred government and volunteer agencies are engaged in tasks of prime importance which can well enlist the time and means of every reader of the SURVEY as never before—peace-time activities which should not be allowed to sag, with resulting loss in social health and efficiency;—war-time activities which will help bear the stress ahead, make for fitness and prevent human waste,—war relief and medical work abroad, for which the need is greater this summer than ever before,—international movements paving the way for an enduring peace, and the generous processes of reconstruction.

THE SURVEY is not a counter-claimant to any of these. Rather, it is a medium which should bring reinforcement, cooperation, perspective; clarifying sequence and a broad outlook which will reveal the "forest" as well as the

"trees." You can help these essential undertakings in your own community and in the country at large, by helping us maintain this medium—even-handedly, efficiently, now and in the months ahead. We need that help to measure up to the opportunity. We need it *now*, so that the service we can render two months from now, four months from now, can be part of a long-headed plan. We need it in the form of 100 cooperating subscriptions at \$100 each. We need *yours*.

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CONTRIBUTED ARTICLES

Poliomyelitis - - - - -	GERTRUDE SEYMOUR	205
Making the Boss Efficient - - - - -	JOHN A. FITCH	211
A Danger in War Relief - - - - -	BARRY C. SMITH	215
Central Councils and Community Planning - - - - -	FRANCIS H. MCLEAN	216
An Old Friend with a New Name - - - - -	VIDA D. SCUDDER	219
The Task of Civilian War Relief. VII - - - - -		221

COMMON WELFARE

To Save France from Tuberculosis - - - - -		223
The Fight on "Spotted" Prohibition - - - - -		223
Betsy Ross in Modern Times - - - - -		224
Wanted, Real Nurses at Home - - - - -		224
Why Men Are Barred from the Army - - - - -		224
Tin Can Patriotism at Albany - - - - -		225
Reasons Why Negroes Go North - - - - -		226
Plans Announced for a New Dublin - - - - -		227
Commissioner Kingsbury Acquitted - - - - -		228
A Minister and His Church in War - - - - -		228
Federal Help to Schools Welcomed - - - - -		229
British Cooperation in War Time - - - - -		230
Social Hygiene in War Time - - - - -		232
Portuguese Indentured Labor - - - - -		233
The War and the End of Poverty - - - - -		234

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THE SURVEY is a weekly journal of constructive philanthropy, founded in the 90's by the Charity Organization Society of the City of New York. The first weekly issue of each month appears as an enlarged magazine number.

From the start, the magazine and its related activities have been broadly conceived as an educational enterprise, to be employed and developed beyond the limits of advertising and commercial receipts.

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WHEN business and patriotism flow smoothly in one channel, a man's duty is clear. Canning, for example. Senator Brown finds that the proposal to arrogate the labor law in wartime opens up profitable possibilities of restoring the discarded practice of working women and children unlimited hours in the canning season. Hence his bill, now before Governor Whitman, against which labor, social and civic organizations have united in stiff protest. Page 225.

DR. FARRAND is to be in charge of a great American campaign in France—against tuberculosis. Page 223.

PERSONAL interest and service, slow as it is and trying to the patience, is the only solid basis for successful civilian relief work, as in all work with distressed, misguided, weak-willed men and women. We'd all like to make men strong and well and wise by wholesale, but human nature does not work that way. Page 221.

HIGH cost of living and other factors have combined to give new impetus to the co-operative movement in Great Britain. Page 230.

LABORATORY men have gotten to the point, in the study of polio, of calling names. "Glohold body," as they term the organism which produces it, is a mean little animal that not only wrecks children, but divides scientists. There's no proof it is transmitted by other means than personal contact. There is hope, however, that it may not return to its old haunts this summer, like the migratory birds. And in the treatment of polio victims there have been great advances. Page 205.

COMMUNITY service, the new name for an old ideal of the settlements, has been incorporated in the title of the Intercollegiate Settlements' Association. Page 219.

THE high cost of training men for new jobs has at last been recognized by business, and a new executive, the employment manager, hired to overcome it. His task is to find the right men, to put them in the right jobs and to keep them there. An industrial development of high promise that grew out of the vocational guidance of school boys. Page 211.

WAR relief agencies which do not make proper accounting of their funds are letting down the bars for those which would find audited statements embarrassing. The Council of National Defense asked to issue an investigated list of approved agencies. Page 215.

COUNCILS of social agencies represent a form of moral federation, as against the financial federations. The latter center their efforts on raising money while the former seek to improve standards of work. The St. Louis self-survey and its meaning. Page 216.

"SPOTTED" prohibition—with the beer left out—is the latest phase of the fight before Congress for national war prohibition. In state campaigns, this has generally marked the last stand of the losing wets. Page 223.

FEDERAL appropriations for vocational education have been taken advantage of by one state after another, until it seems clear that the congressional appropriation, which was ten years in committee pigeon-holes, is to be the beginning of a country-wide movement. Page 229.

Publicity

Excerpt from the Executive Office Report of the National Association for the Study and Prevention of Tuberculosis, read at Cincinnati, May 9, 1917

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OUR SECRET ALLIANCE. By Cornelia Steketee Hulst, 323 LaGrave avenue, Grand Rapids, Mich. SAFETY PICTURE BOOK. \$20 per thousand copies; \$2.50 per hundred. Conference Board on Safety and Sanitation, West Lynn, Mass.

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THE COMMISSION CLAUSE, by William J. Greer. POLITICS VS. WORKMEN'S COMPENSATION INSURANCE, by Edson S. Lott. Insurance Society of New York.

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MEMORANDUM TO THE PUBLIC SERVICE COMMISSION OF NEW YORK, First District, on the Proposed Plan to Provide for Fair and Reasonable Wages and Working Conditions and to Prevent Interruption of the Service on Street Railroads. National Consumers' League, 289 Fourth avenue, New York city.

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REPORT ON TUBERCULOSIS. Committee Concerning Causes of Death and Invalidity in the Commonwealth. Federal Quarantine Bureau, Department of Trade and Customs, Melbourne, Australia.

SOCIAL INSURANCE, with Special Reference to Compulsory Health Insurance. By John Franklin Crowell. New York Chamber of Commerce, 65 Liberty street, New York city.

MATERNAL MORTALITY. By Grace L. Meigs, M.D. U. S. Department of Labor, Children's Bureau. 10 cents. Government Printing Office, Washington, D. C.

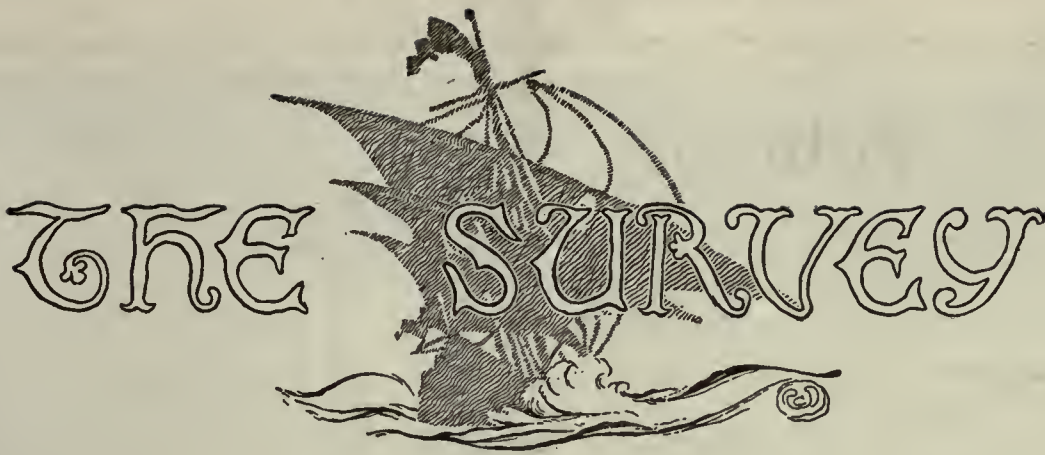
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UNIVERSAL MILITARY SERVICE AND DEMOCRACY. By George Nasmyth. 5 cents; \$2 per hundred, postpaid. American Union Against Militarism, Munsey building, Washington, D. C.

WAR AND THE RED CROSS. By James P. Warbasse, 384 Washington avenue, Brooklyn.

WAS JESUS A PACIFIST? A hostile criticism of Dr. Gordon's sermon. By Henry Winn Pinkham, 68 Upham street, Melrose, Mass. 10 cents; \$5 a hundred.



Poliomyelitis

A Winter's Work and Study

By Gertrude Seymour

OF THE SURVEY STAFF

RETURNING warm days have stimulated many anxious queries concerning the investigations of poliomyelitis this past winter. What has been learned? What is the cause of the disease? How is the disease transmitted—by flies? or animals? or human beings? Can immunity be secured? Is there any cure? Will an epidemic occur again this summer? Can one guard against infection?

To answer these imperative questionings the best resources and skill of the entire country are being devoted. Students have not yet shown conclusively the cause of infantile paralysis; they have learned something about diagnosis, treatment, and after-care. And here is a brief story of some of the investigation that lies back of rulings, both thou shalt and thou shalt not. Such results as thus far have been obtained come from three sources: laboratory experiment, evidence from epidemiology, and clinical study.

First, as to the cause of poliomyelitis. In the laboratories an interesting situation has arisen—a distinct cleavage of opinion as to the causative organism of the disease. It will be recalled [the SURVEY, July 15, 1916] that Flexner and Noguchi were the first to isolate a specific organism which they believed to be the cause of poliomyelitis, describing this organism as a "globoid body" in 1913. These globoid forms are obtainable with great difficulty—growing only in certain media, but producing without exception the results of poliomyelitis in experiments. In contrast to these conclusions of the workers at Rockefeller Institute are the findings announced last December by another group, especially Rosenow and his associates in Rochester, Minn., and Mathers in Chicago. They, too, have isolated the globoid bodies, but under conditions that lead them to consider these not a distinct species of micro-organism, but a peculiar form assumed by a larger organism in the course of its breaking down or fission. This larger organism, as they saw it, not only tended to become smaller, but also to assume different forms according to the medium on which it was cultivated. Here is, apparently, an-

other instance of "pleomorphism" or the tendency of certain bacteria to assume new characteristics under different conditions of growth—a discovery for which Rosenow was awarded the gold medal for scientific investigation in 1916, and which has hitherto been most widely known through the study of mouth and throat infection as causing systemic disease.

The New York scientists took up the matter again, followed the methods of the Chicago experiments, and reported failure. They did not discover microscopically the "globoid forms"; they did not secure poliomyelitis upon inoculation; they did secure results common to ordinary streptococcus infection. So that the most definite statement possible at this time is that an apparently new coccus has been found, which possesses some interesting characteristics, and which has seemed to bear a certain relation to poliomyelitis, though what this relation is has not yet been determined. The number of cases studied is too small to allow the conclusion that it always occurs in the disease or in any form of it. In cases where its use in experiment has produced typical poliomyelitis it is possible, as Hektoen, of Chicago, suggests, that another more important microbe was present (*Boston Medical and Surgical Journal*, May 19, 1917).

As to transmission of this germ, the prevailing opinion is thus expressed by the American Public Health Association:

Many facts, such as the seasonal incidence and rural prevalence of the disease, have seemed to indicate that some insect or animal host, as yet unrecognized, may be a necessary factor in the spread of poliomyelitis, but specific evidence to this effect is lacking, and the weight of present opinion inclines to the view that poliomyelitis is exclusively a human disease and is spread by personal contact, whatever causes may be found to contribute to its spread. In personal contact we mean to include all the usual opportunities, direct or indirect, immediate or intermediate, for the transference of body discharges from person to person, having in mind as a possibility that the infection may occur through contaminated food.

For a time local facts seemed to point to flies, especially the biting stable fly, as the transmitting agent; but this contention has not been sustained. "No promising facts," says Commissioner Emerson, "or even coincidences between insects

and the development of the disease in New York city." Animals—dogs? cats? chickens? To quote Dr. Emerson again:

For some years past, the keeping of animals on premises occupied by tenements has been forbidden by the sanitary code. There have, therefore, been no chickens in these places. As regards dead animals, there have been about eight times as many dead animals removed from Brooklyn in the past six weeks as in the same period a year ago. This may point to an epidemic among the animals or to a change in the social habits of the people!

So then, whatever future study may reveal about insect or animal transmission, the human being has been proved worthy of suspicion.

Concerning the human transmission of poliomyelitis infection, an important communication comes from the Research Laboratory of the Vermont State Board of Health. That the port of entry for poliomyelitis infection is the upper respiratory tract is accepted as proved. The virus has been found in membranes of the nasopharynx, not only during acute illness, but several months after convalescence; also, it has been detected in the nasopharynx of healthy persons who had been in contact with those acutely ill. All these facts have been amply demonstrated and reported in the past five years. So in the Burlington laboratory Amoss and Taylor focused attention upon the healthy carrier; for he is important, first as a possible means of transmitting the virus to those less resistant who presently develop poliomyelitis; second, as a possible case himself, since he may later develop the disease. If then, during an epidemic many persons are contaminated by the virus, are they by so much a menace to their associates and to society? Not necessarily.

The investigation showed, first, that in some instances secre-

Photo from New Rochelle Department of Health through Mrs. Lathrop



ON THE VISITORS' PORCH

Through plate-glass windows mothers may see how their children are being cared for, and watch their progress. This brings comfort to the mother, pleasure to the convalescing child, and removes from the community any lingering dread of "the hospital"

tions of the membranes of the nasopharynx possessed a power of neutralizing the virus. Therefore not every person exposed to poliomyelitis becomes thereby a "carrier." Second, this power fluctuates, being diminished or lost by inflamed conditions in the upper air passages. Therefore, healthy air passages are from a new point of view desirable.

Too few tests have been made, the experimenters say, to ascertain yet how children and adults differ in respect to this neutralizing property of nasal secretions. But since poliomyelitis virus has remained active for over six years, even though kept in certain chemical antiseptics, that it should be unable to survive in normal secretions is a striking tribute to the healthy membrane's power of self-defense.

Another urgent problem for which laboratory workers and medical practitioners have sought solution is that of diagnosis. An early determination of the case is important both for isolating the patient, for prompt treatment, and for any adequate quarantine measures in the community.

Said Dr. George Draper, of Rockefeller Institute, to the special conference of health officers held with the Public Health Service to consider poliomyelitis:

Any quarantine measures which are based solely upon those cases of infantile paralysis which show paralysis are without value because the cases of infantile paralysis which develop paralysis are much in the minority; and unless the disease is recognized in the non-paralyzed forms, no quarantine measures which apply only to paralyzed individuals are adequate.

Urging that instances of sickness among children this summer be observed with special keenness, Dr. Draper told how to recognize the disease in the non-paralytic form—no longer an impossible thing to do, thanks to the work done in various parts of the country, especially Vermont. One of his associates said to Dr. Draper last fall, "I do not believe we need pay any attention to paralysis any more." It is one rather vivid way of saying that there is a perfectly definite "clinical picture" of poliomyelitis apart from paralysis but quite recognizable. Guiding details in that picture Dr. Draper gave as:

First, the manner of onset. Perhaps the most common method is when a child, previously physically well, suddenly complains of headache, *malaise*, or has a temperature. The child has been noticed as lying around, crouched up on the sofa. There is a lack of the usual activity, though he does not complain of being sick. A dose of castor oil may be followed by vomiting, the child feels better, and frequently the case goes no farther, and the episode is passed over as a "summer upset." The same onset may be followed in twelve or twenty-four hours by a paralysis.

Another form of onset is a long-drawn-out development. The child is sick and out of sorts; has no appetite; there has been some indiscretion in eating and a slight diarrhea. Things go vaguely along for five or six days; then either paralysis occurs or the case clears up.

A double onset is found sometimes. The onset begins in the way first described; but after twenty-four or thirty-six hours everything seems to clear up, the child is apparently well for two or three days, then suddenly headache returns, fever, and pain in the neck. This form seems to be increasingly frequent.

One form is called the "fulminating form" because of its suddenness and acuteness. At first sight it seems indistinguishable from spinal meningitis.

The instant resistance of a child to any attempt to bend the neck or spine is, Dr. Draper said, an amazingly constant sign that is of aid in diagnosis. Also the tenderness of muscles; and the disturbance of temperament. A usually calm, phlegmatic child becomes highly irritable, objecting to everything, with a whining resentfulness. Or the very antithesis may occur—drowsiness, or a rapid change from irritability to drowsiness, and if disturbed in sleep the child jerks away the shoulder with a veritable snarl.

Dr. Draper urged the value of lumbar puncture, often repeated at intervals of sixteen or twenty-four hours, if the spinal fluid does not at first indicate the trouble. He illus-

Photo from the New Rochelle Department of Health



THE PLAY TREATMENT OF POLIO

Under strictest supervision, for carefully assigned periods, children in the New Rochelle hospital play in the sunshine at various simple games adapted to their stage of recovery. The carpenter who is seen yet at work in the lower left corner, finished the playground just in time

trates the value of repeated punctures from a case which had just come to his attention:

One child was down with the disease and another became ill. A puncture was made within two or three hours of the onset which indicated no change in the spinal fluid. After twelve hours another puncture was made and there was a marked increase of cells. . . . At the end of a second twelve hours another puncture was made and the fluid was found to have returned to normal. . . . The following day the temperature was normal and the child was up and about as usual. If those punctures had not been done, the case would not have been known as positive, and the boy would have gone about spreading the disease.

With Dr. Draper's report the Harvard Infantile Paralysis Commission agrees in the main (*Boston Medical and Surgical Journal*, April 14). The commission found that with the aid of the family physician to furnish the earlier history, early diagnosis is possible in a large percentage of cases. They, too, believe the final test in uncertainty to be examination of the spinal fluid. The commission resorted to lumbar puncture in 31 cases which proved not poliomyelitis. In these examinations of spinal fluid the cell count was below 10, in all cases but two, and these showed 12 and 15; whereas in true poliomyelitis the cell count ranged from 34 to 1,980 in severe cases.

The repeated caution is, "be suspicious." A child who seems restless, tired, drowsy, with symptoms of influenza or digestive disturbances, should be promptly isolated and a doctor summoned. Too great care is better than being misled by symptoms apparently trivial. To the unusually prompt attention which ailing children received last summer Dr. Emerson attributes the astonishing fact that the death-rate was lower than usual:

The benefit of following such advice is seen at once in the earlier home recognition of the common infections of childhood, a quicker

appeal to the family physician, and in the more prompt and general reporting of communicable diseases of children to the health authorities. To the adoption of such advice we may attribute the decided reduction of the infectious diseases (pertussis, measles, diphtheria, scarlet fever, and infantile diarrhea) during the past summer.

In the matter of treatment, the year's experience has largely confirmed the value of "immune serum," that is, prepared from recently recovered cases of poliomyelitis, who, because of their attack are immune to the disease, at least for the present. The action of this serum is reported as arresting rather than curing paralysis—another argument for early diagnosis. Human serum rather than animal is said to give the best results. Last week a preliminary report appeared from the Research Laboratory of the New York city Department of Health, of experiments with a horse serum which seems to promise protective and curative properties. The treatment is, with proper care, given without danger. Like certain drugs, it is applicable only to the acute stage of the disease.

Traveling Clinics for Convalescents

FOR THE treatment of convalescent stages, a different procedure is needed, according to Dr. Robert W. Lovett, of Boston, whose name is especially associated with the treatment of poliomyelitis not only because of his work in Boston, but for the "traveling clinics" he has held in Vermont, and this year in New York state. In a recent issue of the *Journal of the American Medical Association*, Dr. Lovett urges that special attention be paid to the "middle stage" of the disease, after acute illness has passed and before it is time for orthopedic surgery:

This is the more important because during this period is determined

Photo from Dr. L. W. Hubbard, N. Y. State Department of Health



RE-EDUCATING WEAKENED MUSCLES

Physicians and nurses trained by the clinics which Dr. Lovett conducted, gently exercise limbs touched by paralysis, helping a child to use them again of his own accord. Preliminary testing is made with a spring balance

in many cases the degree of recovery of the affected muscles. In no department of surgery does precise, long-continued, common-sense treatment have a more determining effect upon ultimate function than here.

In his recapitulation of the after-care due to this convalescent period—a period which may last several years—Dr. Lovett emphasized first of all, rest; no massage while tenderness lasts; no fatigue—these are among his chief dicta. The three therapeutic measures most often depended upon for muscle improvement are massage, electricity, muscle-training. The first Dr. Lovett believes of use if properly controlled; the second “depends for its vogue largely upon tradition.” It has done harm, Dr. Lovett believes, because often used carelessly, and parents have been lulled into a false security supposing the treatment adequate while valuable time was lost and disabling deformities were acquired. It is from definite, steady, prolonged re-education of the muscle that is weakened, not injured, that the main hope of recovery rests:

The predominance of partial rather than total paralysis shows that partial rather than total destruction of nerve cells occurs in nine out of ten instances. The method advocated attempts to send an impulse from brain to muscle by establishing through such partially destroyed centers a new route which it tends to find for itself by constant repetition of attempted muscular effort.

A fuller account of this method was given in the SURVEY for October 21, 1916. The difficulty in applying it is, of course, the necessity of an exact and special knowledge of anatomy and muscle function, which is not common; and the long demand on faith and patience of those on whom the care finally depends—the mothers [the SURVEY, February 3].

But poliomyelitis is also a public health problem. It must be considered from the angle of the community as well as from that of the patient; from the angles of control and prevention as well as those of diagnosis and cure. According to Flexner, since the first epidemic in the United States in 1907, the country has not been free from the disease. Hence, local measures are but part of a needed “national guard,” a carefully worked-out program for uniform operation throughout the country.

It is the health officer's task in an epidemic to know where all cases are in his bailiwick; to isolate them from the community; provide for hospitalization; to assist in checking the disease in homes by sanitary rulings affecting milk routes and delivery, the use of library books, the disposal of refuse, etc.;

to trace infection to its source—across the continent if need be; to find “missed cases” and human carriers and other possible means of transmission; to see that only those travel who, as far as may be ascertained, have not been exposed to infection; to notify his fellow officers when people from the infected area in his domain go into their domains; to watch carefully those who are reported to him as coming from theirs. Meantime he keeps the fullest possible records for future study.

His five-year records will tell whether the eight cases in his state during April are more than usual for that time. His spot-maps will show the behavior of the disease in various districts, and help, perhaps, to answer the question, Why should this epidemic come quickly to a head in one place, and develop but slowly in another? What factors existed in the one locality that were not in the other? Waves of sickness in adjoining districts after the due incubation period of the disease, are understandable; but how did that case occur off there on a clean and sunny farm? Is the much-used term, “sporadic,” the only answer? Why do so many cases occur in farmers' families? Is milk going to be found the guilty transmitter, after all?

In an effort to find the answer to all these vital problems and yet not cause too great discomfort to people in the community, certain “minimum requirements” were adopted at the latest conference of health authorities with the Public Health Service, in May:

Briefer quarantine, not less than two weeks nor more than three, unless fever continues.

Adults of an infected household are advised to keep from contact with all children.

Disinfection of discharges, attendants, patient and premises.

Hospitalization unless moving the patient would be detrimental to the patient in the early stages when rest is imperative.

Travel and contact with children should be discouraged. Expert supervision is urged. Cooperation of public health nurses to teach sickroom precautions is effective. Food must be carefully protected; screens used; animals excluded from the sickroom.

The lumbar puncture is urged. Schools need not be closed; medical supervision should instead be instituted.

And, finally, prompt reporting of recognized or suspected cases is imperative.

The value of this extensive scheme of work to the whole country can easily be seen. It has also a service to the intensive medical work in individual homes. Clearly, a doctor's diagnosis must precede his report of a case to the health authorities. This diagnosis is frequently helped by the discovery through epidemiological work of the health department, which has traced contact infections from one part of the country to the other. A striking instance of this comes

Photo from Dr. L. W. Hubbard, N. Y. State Department of Health



IN THE REST AND SUNSHINE STAGE

Rolling chairs and level porches help to pass the time in the sitting-up stage of recovery

from California, told in a recent issue of the Public Health Service *Bulletin*:

An officer of the service was sent to investigate an alleged case of typhoid fever which had occurred about September 1, 1916, at the Point San Luis Obispo lighthouse, on Point San Luis, California. The case had been in a girl aged fifteen years, and from the statements of the family and of the physician who had been in attendance it was concluded that the case was probably one of poliomyelitis and not of typhoid fever. If it was poliomyelitis, the question was, What was the source of infection?

As the girl had been in the habit of spending two or three days in a week with relatives in the neighboring village of Avila, a brief investigation was made at that place. Inquiry as to whether there had been infantile paralysis in the village or vicinity was met with the statement that there had been none. When the question was asked, however, if there had been any children ill recently, some one stated that a baby had been ill with some sort of fever and that after the fever left, the baby was unable to walk or to use its legs. On visiting the home of this child information was obtained of a similar case in a neighboring family. The mother of the second child knew of a third one similarly affected. While in the village accounts of three other cases were obtained.

It was also learned that a family with several small children had come to the village in the month of July, and that one of the children had died while *en route* from somewhere in the East. This family was found, and it was ascertained that on July 5 they had left New York city, where they had lived in a neighborhood in which there had been cases of poliomyelitis. Two or three days after leaving New York, one of the children, aged four years, became suddenly ill with high fever and paralysis. The child did not recover. After its death the rest of the family proceeded to Avila. It was after the arrival of this family that the cases developed in Avila.

Similarly, contacts have been traced from Illinois to New York; from Maine to New York and Montreal; from Minnesota to Montana and Saskatchewan; from Washington to Montana; from North and South Carolina to New York, not to mention the more easily accounted for relation between cases in nearer states—Connecticut, Delaware, District of Columbia.

But the procedure which found the connection between this "fever of some sort" among the children of a California village and the epidemic in an Atlantic state, is precisely the same on a larger scale as that followed everywhere by local health officers. Take the story just reported from Montana:

The people of Happy Hollow, like those everywhere else, kept their children closely at home for fear of picking up the disease. The head of one family clerked in a store in Billings and made frequent visits to his family. His child developed all the symptoms of the disease without exhibiting paralysis. The case was isolated from the beginning of the symptoms, but a playmate from a neighboring farm developed the worst case of paralysis that survived the epidemic. Another neighboring child was a trifle ill, but nothing suspicious developed; however, a cousin of this child who had visited there one day, developed the characteristic lesions of the disease.

Photo from Dr. L. W. Hubbard, N. Y. State Department of Health



EMERGENCY HOSPITAL IN WESTCHESTER COUNTY

One of the wards in which quiet, light and skilled care saved many children from permanent deformity last summer

Photo from Dr. L. W. Hubbard, N. Y. State Department of Health



"SEE WHAT I CAN DO!"

Though her fingers are twisted yet, this little patient has gained some control of her arms

But the story of poliomyelitis is a story of a remarkable cooperation. Perhaps never in medical history have emergency measures been undertaken on so enormous a scale as in connection with these recent outbreaks. Physicians, health officers and public have worked together with zeal to a common end; and but little panic has occurred in the unselfish effort to understand what should be done to care for so many children sick and threatened with permanent affliction.

Of course, there were occasional exceptions. Physicians did not unvaryingly agree with the health department's diagnosis. Yet 97 per cent of the cases sent last summer to New York hospitals were correctly diagnosed—among the 4,378 admitted as poliomyelitis patients, only 49 were found to have some other disease. You may read in actual print a protest against all this preparation; rather leave things to the good old general practitioner who "deals with situations as they arise." Also, it is undeniably true that many people developed a most perverse ingenuity in discovering automobile détours to avoid places where the health officer was uncomfortably alert. But the argument here is obviously not against all quarantine, but for uniform measures. If some tenement families in terror shut their poor little youngsters up tight in the house lest they "catch something" from street playmates, the argument is not against an honest educational publicity, but for more playgrounds where under proper supervision the children shall have fresh air and recreation [the SURVEY, August 12, 1916].

Among the special efforts to meet these crises and to protect child-life must be mentioned several outstanding not only because of their extent, but because, too, of their significant results for science and for practice everywhere. A private gift to the Vermont State Board of Health at the time of the epidemic in that state in 1914 made possible not only the laboratory research already noted in this paper, but also the first series of "polio-clinics" in the country, conducted by Dr. Robert W. Lovett, of Boston. During the epidemic, Dr.

Lovett saw 304 patients. Last year in Massachusetts the State Department of Health cooperated with the Harvard Infantile Paralysis Commission directed by Drs. Pierce, Peabody, Lovett and Rosenau. Clinics were established in and near Boston and surgeons and nurses were on call for consultation or treatment at all hours of day and night. In 1916, the New York State Department of Health itself assumed the expense of the clinics to which Dr. Lovett was summoned as director, and in which local health boards, local health associations like that in Dutchess county, the State Charities Aid Association and nursing societies of all kinds, cooperated with good-will and to splendid effect.

Nurses went first into the field. Calling at the homes where children had been ill with poliomyelitis they told of the coming clinics and the hope of restoring weakened muscles through the new treatment. They arranged for transportation when families could not meet this expense themselves. And the children came, hundreds of them. In the three trips of the traveling clinic through the state, up to the end of April, 138 clinics were held, and more than 2,500 different patients examined. Dr. Leroy W. Hubbard, of the New York State Department of Health, said, "It is interesting to note how many more old cases appeared after our first visit—that is, cases that had occurred years before the present epidemic. The opportunity for such treatment did not exist when they were sick; they took it as soon as they could get it."

The state's work included providing hospital care for the children when this was advised, and sharing the cost with the parents and the special committee of the State Charities Aid when necessary. Similarly, braces and other apparatus were provided.

Within the limits of New York city this task of after-care has been fulfilled by the Committee on After-Care, which, as told in the SURVEY for October 21, 1916, represents the splendid team-work of health department, charities, physicians, nursing associations and relief agencies. This committee believes that fully 6,000 of the more than 7,000 children in the city needing care have been cared for. At the end of April it had secured over 13,000 clinic treatments, 2,800 home treatments, and successfully disposed of 5,000 cases.

Finally, a brief description of the civic cooperation that gave to New Rochelle, N. Y., the banner emergency hospital of the state must not be omitted. Of this hospital Mrs. John Lathrop writes:

Early in July, New Rochelle realized the magnitude of this problem. "Stop, look, listen," was the warning of social danger.

The citizens and health commissioners did not stop to ask, What shall we do? They said, How big a job have we to do? How vital is this to the city's future?

On the third day of July, the Board of Health decided to take immediate action. The mayor and a well organized citizens' committee stood ready to lend support. And so well has the work been done

that, this community movement swept New Rochelle into the front rank of civic preparedness.

Approximately \$15,000 has been used in constructing the plant. This does not include maintenance.

In getting ready to save the babies the Board of Health had the hearty cooperation of an unselfish community, with only a few exceptions. Some selfish folks thought only of their own interests; in one case a property owner said the only place for the institution was on the property which the city used as a dumping ground. Can you imagine a home for little children in the midst of the filth and debris of a city dump? Another whose vision was somewhat blinded at first, later came to aid in the work and made with his own hands little chairs for the unfortunate kiddies.

The number of people who desired to use their money to do good were in the majority, and with zeal and energy, with thought and earnestness, they built what has proven a model quarantine hospital on land owned by the city.

As soon as authority was given to proceed, a septic tank with pipe line was laid and city water and gas installed, two portable houses were purchased and all equipment necessary, including food, was ordered to be delivered when the call should come that a little citizen had been stricken.

Work began on July 7. No publicity was given the matter, but on July 19, when the first case was reported, everything was ready and the doctors and nurses on hand. Several other cases followed immediately—then they came so fast that they often caught up with the carpenters who built unit after unit, until in one month from the time the first case came in, eight portable units and four army tents were in use, with two larger units under construction.

Every device necessary for sanitation and the comfort of the patients and working staff was installed. Plumbing connections, laundry tubs, sinks, steam clothes dryer, steam radiators, telephones, electric fans, phonographs and adequate fire protection.

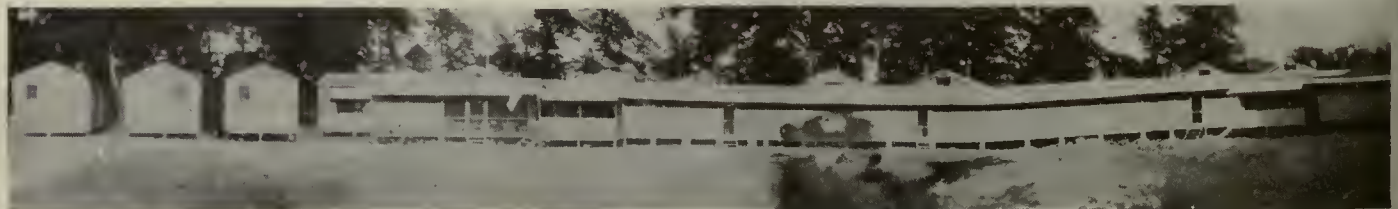
There is a sterilizing plant where all milk bottles used at the hospital and also those from the quarantined houses in the city are cleaned and sterilized before returning to the dealer. An incinerator takes care of all garbage—and as the virus of the disease is thrown off in body excrement, all dressings used are burned at once. Also all hospital refuse.

A branch laboratory was established in the town where specimens were examined and early diagnosis secured by expert diagnosticians. The exterior reminds one more of a summer camp in the Adirondacks than an isolation camp for contagious disease. The stars and stripes float in the summer breeze—flowers are blooming on every side; bay trees add dignity to the surroundings. Inside the atmosphere is one of simplicity and contentment, while much fresh air and sunlight permeates every nook and corner. Along the entire series of units is an enclosed porch which has proven a blessing to the patients as well as a labor-saving device to the staff. This porch is provided with awnings and connects with each ward.

The visitors' porch adjoins. Here the anxious parents can sit and, through a window protected with plate glass know the exact condition of their children as they are brought from the wards or lie in the cribs on the sunny screened porch. The "sun playground" is also connected with the main porch. Here the children are provided with facilities for wholesome recreation and given the exercise so necessary to a convalescent poliomyelitis patient.

The outlook for the coming year?

Those who have studied say that where an epidemic has been severe in one season it is less likely to recur soon. The likelihood of an outbreak in places not stricken last year is yet on the lap of the gods. But this chronicle, a warning of what to look for, what to guard against, how to serve, is dedicated to those who would bring to the service of children the best that science has to offer.



THE NEW ROCHELLE EMERGENCY HOSPITAL

This hospital, with its eight units, connecting pavilions, and splendid equipment, is considered one of the most efficient centers for treatment in the state. It is also a remarkable instance of cooperation between civic, health and philanthropic organizations

Making the Boss Efficient

The Beginnings of a New Industrial Regime

By *John A. Fitch*

OF THE SURVEY STAFF

SEVERAL hundred men from all over the country met a few weeks ago in Philadelphia to consider the problems involved in the relationship between employers and employes. They spent two days in frank discussion of industrial methods, they pointed out where managers and foremen were at fault and they talked about justice to the worker. There was earnest consideration of the question of legitimate grievances.

It was not a convention of an international trade union. Quite the contrary. The men present were the employment managers of some of the largest corporations in America. But they were meeting to exchange experiences and get new ideas in order that they might handle their jobs better, lessen the strain on industrial relations, and create more general satisfaction among employes.

These men were representatives of a new idea—an idea so hopeful and full of promise that there is just a possibility of its being the forerunner of policies and methods that will revolutionize industry. Whether it is as big an idea as that remains to be seen, but unquestionably it means new things.

When Saint Peter on the Day of Judgment begins to balance his books and tabulate his statistics he will find that until about midway of the second decade of the twentieth century employers of labor in general and critics of labor policies in general had one sin in common. They both believed that it didn't cost anything to replace one man in a factory with another.

There were exceptions, but in general the critics have expressed the idea almost exultantly. It makes a fine climax to a ringing denunciation of the employers' disregard of human welfare. "Aha," they have said, "he takes good care of his machines, new ones cost money. But his men? If he squeezes them dry and throws them on the scrap heap, what's the difference? A new man doesn't cost anything."

With certain honorable exceptions, the employers have believed the same thing. They have hired and fired with careless abandon. As a competent critic observes, "they have wasted human efficiency like water." The only thing many of them have cared to know has been whether men were standing at the gate, seeking employment. So long as men were in reserve they have been indifferent to discharges and resignations.

With the employers holding to a theory like that, and their most active critics—even the unions—silent or acquiescent in the fallacy that a new man costs nothing, what could you expect? The Ford Motor Company in 1913 hired 54,000 new men to keep 13,000 jobs filled—more than four times as many men as there were jobs. To put it in terms of modern business problems, the "labor turnover" of the Ford company was over 400 per cent.

That was four years ago. Things have changed since the men began to get five dollars for an eight-hour day. But even now in other industries the Ford experience of 1913 can be duplicated. At the Philadelphia meeting a representative of the Goodrich Rubber Company said that in recent years it

had been necessary to hire in a twelve-month nearly twice as many men as were on the payroll at one time in order to keep the plant fully manned. And he declared that, at the time of speaking, the labor turnover of that company was higher still.

Magnus W. Alexander, of the General Electric Company, made a study some time ago of employment problems in twelve factories manufacturing machines and metal products. The factories were offering employment opportunities at the beginning of the year to 37,274 men and at the end of the year to 43,971. He found that in order to maintain their regular force through the year and increase it by about 7,000, these factories had to hire 42,571 new men. W. A. Grieves, of the Jeffrey Manufacturing Company of Columbus, wrote to twenty manufacturing plants in 1914 and got their records of hiring and firing. The twenty factories took on 69,000 new employes that year in order to keep intact a total force of 44,000.

These figures are not extraordinary. The fact that such examples are hard to find is no indication that they are in any way exceptional, or that the other corporations have better records. It simply means that other records are not available. Last week an executive of an important employing corporation told me that, taking the country over, the average labor turnover is probably 200 per cent. Can you visualize that? If you were starting a factory this year to employ 1,000 men in the manufacture of army tents you would naturally expect to hire 1,000 men. But if this estimate is correct, and yours should turn out to be an "average" factory, you would have to superintend a procession of about 3,000 men through your employment office this year and 2,000 more every year hereafter. Last year Boyd Fisher, secretary of the Detroit Executives' Club, examined the employment records of fifty-seven Detroit factories and found their labor turnover during the year averaged something over 252 per cent.

Hiring and Firing

THAT there is a shocking social waste about such a condition has of course long been evident to everyone. That it is exceedingly discreditable to a society that permits it has been pointed out again and again. Even though we haven't known and do not know now just how fast the work of hiring and firing has gone on, we have seen it and been appalled by it in the seasonal industries.

We have blamed society for it, and rightly, where it has been due to the lack of training and guidance of the men and women who must engaged in industry. We have deplored the blind alley jobs where a boy learned no trade and is turned out at maturity, too old for the job that spoiled his best learning years and incompetent for a better job, to drift from one unskilled task to another, never satisfactory and never satisfied. We have scored the employer for ruthlessly turning off his "help" whenever it suited his purpose.

We have seen that the whole proceeding is tremendously

costly for society. The carrying of a dead weight of incompetents who might have been trained to skilful service and the maintenance of an industrial reserve to await the pleasure of the employer has been a heavy burden on the public. We have seen, too, how, above all, it has been costly for the employe. Every member of this shifting army of labor feels in his own body the effects of unemployment and stamped on his mind is the discomfort and misery of constant economic uncertainty.

The High Cost of New Men

BUT WE have continued to believe that it costs the employer nothing. How wrong we have been, the employer himself is now beginning to point out. There have been employers here and there who knew it all the time, but there was no talk about it. There was no general understanding. Most of the employers were wholly in the dark, and many of them continue in it.

The study made in 1913 by Magnus W. Alexander was the first attempt to grapple with costs. There were few guide posts pointing the way, but Mr. Alexander found no fewer than five distinct elements of cost in hiring and training new employes. These were:

1. Clerical work in connection with the hiring process.
2. Instruction of new employes by foremen and assistants.
3. Increased wear and tear of machinery and tools by new employes.
4. Reduced rate of production during early period of employment.
5. Increased amount of spoiled work by new employes.

He admitted that these were not the only costs and named two others: "Reduced profits due to reduced production," and "investment cost of increased equipment on account of the decreased productivity of the machines on which new employes are being broken in." He made no attempt, however, to estimate these costs.

He found next that these elements of cost varied with different classes of employes. After making due allowance for each of the five items of cost, and for each of five classes of employes, Mr. Alexander estimated that the cost of hiring a new man was between \$35 and \$40.

It was stated above that over 42,500 new employes were hired by twelve factories in a year that began with over 37,000 employes on the payroll and ended with about 44,000. After making deductions for changes due to unavoidable causes, Mr. Alexander came to the conclusion that 22,000 employes were unnecessarily hired, at an expense to the twelve factories involved of \$831,000.

Mr. Grieves, who made a study of twenty factories in 1914, where 69,000 new employes were hired to maintain a force of 44,000, found the same elements of cost as those considered by Mr. Alexander. He estimated the average cost of hiring to be \$40 per man and figured the extra cost of hiring unnecessary employes for the twenty factories was \$1,760,000. John M. Williams, secretary of Fayette R. Plumb, Inc., of Philadelphia, in an address delivered in April, declared that \$40 is an extremely low estimate of the cost of hiring a new man. His investigations led him to place the figure nearer \$100.

The awakening of employers to the cost of unnecessary hiring was given a great stimulus by the publication of the results of Mr. Alexander's study. The great scarcity of labor that has marked the last two years, however, has probably done more than any estimate of costs could have done to impress employers with the necessity of doing everything possible to maintain a stable working force. President Hopkins of Dartmouth says that only two years ago a large employer of labor

in Philadelphia said to him: "We are not interested in problems of personnel. We have a lot of work; but there are always more people to do it than there is work; and if those we have do not wish to work under our conditions, they can go, and we will go out and get others."

Now that men are not so easy to get, employers are in a frame of mind to consider the new idea in employment, which has spread so rapidly within the last two years. That idea is simply this: That the employment problem should be studied as carefully and as scientifically as any other business problem. To make this possible the function of hiring and discharging is taken away from the foremen and placed in the hands of a centralized employment department. Foremen are hired, not for their ability to select good workmen, but for their technical knowledge and their ability to get out the work. It is a loss of energy and a detriment to the plant for the foremen to do the work of hiring new men—and in addition they are, as likely as not, incompetent for that particular task.

An executive of a manufacturing company that adopted the new method of employment last year said recently:

One of the first benefits we derived was in freeing the foremen from the daily necessity of looking over men they needed at the factory door. Under the old system the first hour of each morning and the most critical hour from a departmental standpoint, was signalized by the absence of the foremen from their departments. The new system automatically changed this, and foremen were free to supervise work in their own departments, rather than lose hours daily in interviewing applicants for work.

By placing the function of hiring in a specialized department with a responsible executive in charge, it is possible to acquire a knowledge of the sources of labor supply that never could be had under the old system. At the same time a capacity for judging men and making wise selections is developed.

The first great function of an employment department, as I get it from the prophets and leaders of this movement, is the selection of the employe from an organized labor market—not at the gate. The fact that the old methods did not result in wise selections is one of the strongest reasons for the development of the new methods. Any analysis of labor turnover under the unregulated, hit-or-miss methods of a few years ago will show a constant shifting because the men hired were not fit for the jobs. A very large part of the work of eliminating this waste consists in hiring the right men the first time—in getting men who are fitted to the jobs. Trained, intelligent, experienced employment men can do that far better than men whose training is exclusively in another field and whose experience is in operation rather than in hiring.

Round Pins for Round Holes

NOT EVEN men of experience and training can select men with 100 per cent success, however. They may be mistaken altogether, or they may have sent men to the wrong departments or placed them in the wrong jobs. The second chief function of an employment department, therefore, the leaders and wise men in this field tell me, is the training of men and the constant endeavor to place them in positions for which they are fitted or to which they are adapted.

When the hiring and firing is done by the foremen a man seldom gets a second chance to make good. He may be eminently fitted for some other job in the plant, but the foreman hasn't time to inquire into that. He simply discharges the man and tries another. Under the newer system the foreman has no power of discharge. He merely refers an unsatisfactory employe back to the employment department with a statement of his reasons for considering him unsuited to the work of his department. The employment manager does

not then discharge the man except for the gravest of reasons. He studies his case, tries him out somewhere else and continues to try him until it becomes perfectly clear that he is hopelessly incompetent.

Most important of all from many points of view is the third function of an employment department conducted according to the new idea. Here is where new ground is being broken. The importance of hiring men who are fitted for the jobs has long been recognized. It is a new thing, however, for an employment department to consider whether the jobs are fit for the men. But that is what employment managers are now doing, seriously and in dead earnest. This is where, most of all, there enters what Meyer Bloomfield, of the Boston Vocation Bureau, calls "the new profession of handling men."

Loss from Trained Men Who Quit

STUDIES of employment problems have revealed that a high labor turnover is not due exclusively to hiring the wrong men. There are two elements in turnover—the discharge of undesirable workers and the voluntary leaving of desirable ones. The first element can be attacked effectively by careful selection. Discharges for incompetency may be reduced to a reasonable minimum. When this is done, however, the terrible drain due to the second element in the situation, the voluntary quitting of good men, is only emphasized.

Accordingly, the new employment department makes a careful study of the reasons for quitting. Many of them have a rule that a man cannot leave without passing through the office of the employment manager. A requirement that the signature of the employment manager must be secured before the last pay can be drawn enables the manager to have a face-to-face interview with every man as he leaves the company's employ. Of course it is not always possible to induce men to give their real reasons for leaving, but a tactful official can get pretty close to the facts in a majority of cases.

What this procedure means is that the management is getting the most accurate and valuable check it could possibly have on its own competency from the standpoint of dealing with labor. It is thus enabled to test the capability of foremen and gang bosses, and it receives illuminating reports on the physical condition of the plant and the acceptability of working conditions and of the scale of wages.

Nothing would illustrate the point better than the experience of a Philadelphia company that reorganized its employment methods only a little over a year ago. Speaking before a conference of employment managers in Philadelphia recently, John M. Williams, secretary of Fayette R. Plumb, Inc., explained that their employment manager has a chance to interview every man who is leaving the company's employ. He said:

Some of the results are illuminating. When men quit or are discharged they have no reason for withholding information. Complaints are heard of nagging foremen, lost time in waiting for work and other complaints bearing on shop efficiency. These are investigated, and if the fault is with us it is remedied.

These complaints brought to light the weakness of one of our best foremen. He always had a "chip on his shoulder," approached his men with that attitude and caused a great deal of friction before this fault was discovered. A talk by our superintendent convinced him that while that sort of attitude may have been all right ten years ago, it can't be done—not now.

Another case: a man quit, and on being asked for reasons stated that he had to lose too much time waiting for one indispensable tool, and for material for his work. Likewise was advised that his work was O. K. by one inspector, only to finish it up and have a half day's work thrown back by another inspector. An investigation proved that the man was justified; the case was settled and the man is still with us. As this man was an experienced hand in the department in which I stated it cost us \$100 to break in a new man, it looks as though this was a fair day's work.

Other accomplishments of the new employment department in this plant, as related by Mr. Williams, are most impressive. A section from the address has appeared in the SURVEY for May 19, telling of the reduction in working hours from 57½ per week to 52½ hours with an increase in production in the "worst department" of 18.4 per cent per week, and a general increase throughout the plant of 10 per cent. Further details are worth quoting:

One of our departments demanded personal investigation, as we found it impossible to keep men or to maintain production. An analysis by the employment department showed poor shop conditions in many phases.

(A) Inadequate artificial lighting at dusk, so bad that no one but the individual workman bent over his work could tell what he was doing. This part of room dark and cheerless.

(B) Bad drainage in the rear of the machines, which were fed with water. The water collected in spots. This section of the department had a dark unwholesome smell.

(C) The foreman was inefficient, had no control over his men, and therefore none over his department. He wasted most of his time doing clerical work that he dragged out almost over the entire day. The men who worked under him were as a class heavy drinkers and independent, worked when they wanted to and quit when they wanted to. The following remedies were suggested and adopted:

(a) Improved lighting. One hundred watt Mazda lamps were installed every twenty feet.

(b) Drain was put in which took care of all excess water, relieving both the discomfort and odor.

(c) The foreman was discharged and a capable man from another department put in his place. This move stiffened up discipline and improved personnel of department.

(d) The entire layout was inspected, safety guards put on all machines where there was any chance of a workman getting injured. Everything possible was done to make the operation of the machine safe and convenient for the men.

(e) Two instructors were installed to teach new men.

(f) All piece rates were carefully analyzed and prices adjusted so that there were no "good jobs" and "bad jobs." They were all made "fair and square jobs." Rates were equalized and set so that men could make an average sum per hour on any kind of work done in the department. Since then there have been several adjustments and still a few to make, but we keep in close touch with the work, and "raise before we are compelled to." This is the department that increased production 18.4 per cent. with five hours per week less running time, and last month had the largest production in the last three years. . . .

Transfers in the factory had never been attempted. If a man did not suit his foreman, he was fired and no questions asked. Now we look into unsatisfactory cases, try to find the cause, remedy it if we can, and if we can't, try to locate the unsatisfactory man in another department.

Just a few cases of what we have done:

We have one young man, of undoubted ability, good personality, pleasant and obliging. He became a regular Monday absentee, took all that was told to him as a reprimand with a lackadaisical air, and had evidently lost his "pep." We found upon investigation that he was fast becoming disgusted with his outlook, and felt that he was up against a blank wall. We transferred him to a semi-executive position in another department, gave him larger responsibilities, and a larger salary, and he has more than made good.

Another man was a boss trucker, who made a flat failure of the job. He was then made head inspector of one of our hardest departments, and has done wonders in bringing up the general efficiency of the department. He was temporarily unfitted for one job, and fitted for the other. . . .

To show you how far we have gone I will cite the way disputes were handled before and have been since the creation of this department. Formerly men would stop work in a bunch, demanding something, and refuse to return to work until it was granted. In one case they gave us one hour to consider a question involving fifty men in one department, and before we had time to even digest the demand the hour was up and they walked out. Since April 1, 1915, we have had no strikes nor no threats. We have had two requests, and the men have stayed at work until a decision was reached. I wish to say that if our employment department had done nothing but produce this feeling of personal responsibility to each other on the part of the men and on the part of the firm, it would have justified its existence and its cost.

In conclusion I feel that in the study of employment problems we are trying to solve issues ages old, and while the reward is great from the standpoint of efficient factory management, the reward is still greater if we can but help to solve the principle of humanity involved, and so insure that cooperation without which we can make no progress, and with which the watch-word will be "prosperity for all" and not "prosperity for one."

Four years ago the Vocation Bureau of Boston awoke to

a realization that something was wrong with employment methods. Their best efforts in placing young people in the right positions were nullified by a lack of effective cooperation toward the same ends on the part of most employers. There seemed to be little effort to fit the man to the job or the job to the man. A boy would be placed in a position only to lose it or leave it in a short time. In order to get a chance at least to talk things over the Vocation Bureau invited into conference a group of men connected with the various industries in Boston who dealt with the problem of hiring. From that initial conference grew a desire for regular and frequent conferences for the interchange of opinion and experience, and the first association of employing executives in the country.

Managers Organizing in Many Cities

ACCORDINGLY the Boston Employment Managers' Association was organized. Not all of the members were "managers" at the outset. The employment problems that were given an airing at these meetings, soon led to the conviction, however, on the part of most of the members, that the man in charge of employment should be a manager in a real sense—an executive with recognized responsibility and authority.

Almost simultaneously, in other parts of the country, notably in Detroit, similar organizations with similar convictions and aims have come into being. From these pioneer organizations the idea has grown until there are now in a dozen cities, from Boston to San Francisco, organizations known as executives' clubs, employment managers' associations and the like which meet regularly to discuss employment problems. Three national conferences have now been held, the first in Minneapolis and the second in Boston—both of these were held last year, the third in Philadelphia in April.

It is difficult to say what this movement may mean to industry. The fact that it is a "movement" is what gives it significance. The individual conceptions in this new idea of employment are not themselves new. Some of them have been practiced for many years by individual employers. The important thing is their rediscovery and their restatement in a form that has taken hold of the imagination of employers the country over and so is gathering adherents like a new crusade.

The movement must give a great impetus to education and to the conservation of human skill. So much it must accomplish merely from the standpoint of getting the right kind of workers into industry. When industrial managers analyze industry itself to see whether it offers a fit career to the kind of men whom they would like to employ, the possibilities in the way of social betterment are very great.

The aims, the full intent of the new type of employment manager, cannot be described except in his own language. Robert C. Clothier, of the Curtis Publishing Company, has said, "The raising of the standard of efficiency of the working force, individually and as a whole, in order that the purchasing power of the wage-dollar may be increased—this as we interpret it is the broad function of the employment department." And he names among the essential principles to be observed, intelligent selection, instruction work, the creation of a "satisfied spirit," the stimulation of hope of advancement by filling positions from within the organization, and the avoidance of arbitrary or unjust dismissals.

Philip J. Reilly, of the Dennison Manufacturing Company, in describing their employment methods which cut labor turnover down from 68 per cent in 1911 to 28 per cent in 1915, says that it has been "worth a lot" to discover how "vital to the contentment and efficiency of a working force" it is to have foremen who are friendly and patient. "It is worth while also," he says, "for the industry to have maintained

through its employment department a point of contact with the employes that has resulted in their feeling free to express themselves."

President Hopkins, of Dartmouth, who reached his present position through the unique route of employment manager in several large corporations, speaks of the efficiency of a high wage and reasonable hours. "The truth is," he says, "that seemingly there is not yet any general understanding among employers that a high gross payroll does not necessarily result from a high individual wage, or expressed in slightly different terms, that the cost per unit of production may be larger the lower the rate of pay to the individual worker."

The same idea is expressed by Boyd Fisher, secretary of the Detroit Executives Club when he says: "One of the most basic remedies for turnover is the payment of an adequate wage. . . . By adequate wage I don't mean merely a minimum wage. I mean a good fat wage. . . . Start your men right, promote physical efficiency, foster good habits, make your work an unfolding career and a sufficient future, and all the time encourage self-expression, not only of complaints but of suggestions and of cooperative interest and activity."

Mr. Fisher, who is one of the most irrepressible optimists in this movement, even goes so far as to recommend that when men must be fired—for he believes that "there is a legitimate place yet for the tin can"—"every discharge should be certified by a committee on which workmen are represented." This sounds like a radical proposition, yet at the Filene store in Boston no employe has been discharged for years without right of appeal to a board on which not only are employes "represented," but which is composed exclusively of employes. This board has reinstated some employes who have been discharged by the store, and others they have refused to reinstate. No one can come in contact with its work without being deeply impressed by the uncompromising standard of justice that has been set up toward the store management as well as toward the employes.

The Promise for Both Masters and Men

IT WOULD be too much to expect that industry in general will soon be conducted in accordance with these ideas. The labor policies of some of the largest corporations in the country are based on theories that are vastly different. But the fact that these new ideas in employment are finding such wide acceptance among employers and industrial managers does justify the hope that great changes are on their way—changes that will mean vastly improved conditions of living and of work, more amicable industrial relations and better industrial practice in every way, affording benefits to the employe and to the employer as well.

The new idea in employment methods must have the effect of changing altogether the attitude of mind of the employer as he approaches any question involving the satisfaction of his employes. The old, narrow-minded attitude that refuses to meet a committee must give way to a more tolerant, a more scientific spirit. An employer doesn't refuse to give any consideration to a machine that has broken down, he tries to get at the cause; he doesn't curse a piece of material that fails to meet the required test, he sends it to the chemist for analysis.

It doesn't pay to have a different formula for treating human reactions. Dissatisfied men are expensive men to employ. The new attitude towards these matters is going to lead the employer sooner or later to consider coolly and on its merits every conceivable need and desire of the workers in his plant. It will lead him out into the community to discover whether there exists an opportunity for comfortable

living at the wage he pays. And finally it must lead him to consider the question of the participation of the employes in problems of management. One of the biggest shoe companies in the country has 20 per cent of its employes in training all the time for executive positions. That number of men alternate between work on their machines and on executive work. Another has found it worth while to spend time explaining to the men its production problems. It turns over to the men all the knowledge in its possession, leads them to see the job not as a mechanical process but as a problem to be solved and

thus it enlists their cooperation and at the same time gives them something worth working for.

It isn't industrial democracy—whatever that is—not yet. But the men in this new movement have said goodby to tradition. They have turned their backs on prejudice and the closed mind. They are ready to give a hearing to new methods in dealing with employes and even to give them a trial. When a big idea gets into the minds of men like that they are worth watching and the whole world is before them.

A Danger in War Relief

By Barry C. Smith

FINANCIAL SECRETARY; SECRETARY BUREAU OF ADVICE AND INFORMATION, NEW YORK CHARITY ORGANIZATION SOCIETY

THERE exists today, due to the urgent need of war relief and to the policy of some of our war-relief organizations, a condition which is inimical to the progress of social work, and which may easily become a distinctly demoralizing force, capable of undoing the educational results of two decades. It is a danger which has not yet assumed large proportions and which may easily be checked. It should be checked very promptly.

There are at this time and have been during the past two and a half years a large number of war-relief organizations raising money in the United States. Somewhat over eighty have been sufficiently investigated by the Bureau of Advice and Information of the New York Charity Organization Society to enable that bureau to certify that they are worthy of support. Tremendous sums of money have been secured by them, wide publicity has been obtained.

From the very outbreak of the war, demands of the sufferers abroad have been both fundamental and immediate. Food and clothing in ever-increasing quantities—these first of all have been necessities. Second in demand, perhaps, and almost as pressing has been the need of medical supplies. Organization after organization, committee after committee, has sprung into existence, appealing for millions upon millions to feed the starving, to shelter the homeless, to relieve every imaginable suffering. The appeal has been direct, elemental. Rehabilitation is mostly for the future; primal needs must be filled now. Quite naturally our American committees have emphasized that direct and forceful appeal. Little has been said about the considerable service which even in this emergency period is needed; little has been said of the expense of providing either service or relief. Demands have been pressing; to meet them quickly and adequately, large sums had to be secured without delay. The surest and most effective way of reaching the sympathetic and not over thoughtful giver has been to stress the suffering and the need of relief.

In this anxiety to prevent unnecessary misery by prompt measures, two factors have been, quite unintentionally, perhaps unconsciously, brought into action. The first of these has to do with financial policy. The war-relief organizations are largely collecting agencies so far as their work in the United States is concerned. Funds contributed are either sent abroad for disbursement, or are expended in the purchase of supplies which are themselves shipped abroad, where the actual work among the sufferers is done. Therefore no expense for service necessarily appears in the accounts of the American organization beyond the expense of collection, shipping, etc. The pub-

lication of a separate financial account of the American work (which is quite common) shows in consequence a very low overhead charge. In most cases the complete account of an organization, including the work abroad, would give a very different impression. Furthermore, there has been a natural and entirely justifiable desire to keep the administrative expenses properly chargeable to the American end of the work as low as possible. In accomplishing this some very curious policies have come to light.

One man, connected in a volunteer capacity with one of the very best of our organizations, stated not long since that all expenses of administration, including postage and other office charges, packing, shipping and certain costs of manufacture, amounted to less than 1 per cent. "Every dollar goes straight where it is needed." But when closely questioned, this gentleman admitted that the actual expenses were nearer 15 per cent, but that they were "donated," *i. e.*, paid by a number of wealthy contributors who "understood their value and necessity," so that they did not appear on the books. In other words, the amounts given for this purpose did not appear either as receipts or disbursements in the accounts of the organization.

As to the ethical value of such procedure I have no comment to make. But it is certainly a way of "beating the devil around the stump." It creates a wrong impression in the public mind, and it is distinctly a non-educating influence. It discounts and depreciates the value of a perfectly proper and justifiable expense, and tends to create an impression that a 99 per cent relief, 1 per cent administration, charitable organization is possible and desirable—which is hardly the case.

The second of the factors above referred to relates to the question of administrative responsibility. Many of our war relief agencies do not publish audited financial statements. More than once the writer has been curtly informed that financial statements were not shown to anyone—that the mere fact that Mr. or Mrs. So-and-So was behind the movement was a sufficient evidence of integrity. The really regrettable fact is not so much any danger of dishonesty; it is rather that such a policy educates the giver to contribute without demanding evidence of responsible management. This is directly the reverse of what social agencies have been striving for. And in the long run this failure to insist on such responsibility is bound not only to lower the standards of many good organizations, but also to encourage dishonest people to undertake bogus activities, for which somehow or other they seem to be able to secure the use of well-known names.

Not many really good organizations have descended to the use of solicitors on commission, an indefensible and expensive system which puts a premium on dishonesty. But not so of entertainments. These have occurred without number and in most cases the arrangement is something like this. If total receipts are \$5,000, expenses of, say, \$1,500 are first deducted and the balance split, half going to the "manager" and half to the war-relief fund, which, therefore, receives about one-third the total amount for its actual work. One man, perfectly frank about the matter, recently collected a considerable sum as "American representative" of a foreign war-relief agency, and sent the entire amount abroad with no deduction whatever. He said, with no hesitation, that he was glad to do so because it gave him a standing which he thought would assure him a large sum from the management of a "50-50" entertainment.

The situation above outlined need not be regarded at this time as cause for alarm. It is by no means universal. But it does indicate a general trend; and when one considers the wide influence of the war-relief organizations, the important work they are doing, it cannot fail to appear that they are bound in the long run to wield a tremendous educational power. It is of vast importance that that power be properly applied. Otherwise it may do great harm. It may so far lower administrative and financial standards, it may so depreciate the popular valuation of skilled social work, as contrasted with relief, as to undo twenty years of painstaking education of the people of this country.

The remedy has lain with the organizations themselves. They could have taken the broader view, and their funds would not have been decreased had they adopted the most scrupulous care in making their work and methods conform to the very highest accepted standards. But they have not done

so. Already the failure to insist on these standards has somewhat lowered the demands of the giver, bringing about a kind of unquestioning enthusiasm; and it has encouraged the dishonest to undertake certain money-raising schemes, which would be impossible but for that very lack of questioning. In order that the great good accomplished by war relief may not be offset by the creation of careless methods and the encouragement of a careless attitude in the appraisal of charitable agencies, some form of supervision seems now imperative. There is, however, no existing force which can either establish regulations or induce the various organizations to abide by any regulations which might be laid down.

The suggestion is therefore made that a federal bureau of endorsement be established by executive action to undertake this work. Such a bureau might be operated under the supervision of the Council of National Defense, as a department of its work, and the council has before it this week a suggestion to that effect. No legislative action would be required to establish it, its work would be simple and could be conducted quite along the lines of an ordinary charities endorsement committee. Reasonable minimum requirements should be laid down, opportunity given to meet these requirements, and all organizations soliciting funds for war relief should be invited to submit satisfactory evidence that such requirements are being fulfilled. A list of approved organizations should then be issued and widely distributed. Not a word need be said about agencies not approved; the mere omission from the list would be sufficient.

Such a bureau would receive the hearty cooperation of the better organizations and would standardize a great and necessary work of charity. Above all, it would help maintain those standards of social work which have been won at such pains.

Central Councils and Community Planning

By Francis H. McLean

YEARS enough have passed since the first central council of social agencies was created to make possible a review of the actual results of the movement: where they have been weakest, where strongest. It will also be well to consider the gradually developing philosophy which is behind this form of community organization for social planning.

For the sake of clearness, and in order to distinguish this from other forms of federation, no matter what titles may be used, we shall here define central councils as delegate bodies representing the social agencies of the city, these agencies still maintaining independence of action in all fields and being bound together by cooperative rather than contractual relationships. In so defining central councils, we are in no way taking a stand against financial federations on the one hand, or city conferences of charities on the other. We are simply trying to limit our group to those federations whose ideals and form of organization are practically the same and whose underlying philosophy is the same.

At once we part regretfully from several well-known friends. The oldest council of all, that of Pittsburgh, has

become virtually a city conference, though it is by no means inactive in the development of coördination. The Central Council of Seattle may be listed in the same category. On the other hand, the council in Cincinnati has fostered contractual relationships by arranging for joint money-raising for a number of its larger organizations.

Strictly limiting ourselves, therefore, to non-contractual councils, we find that active ones exist in Milwaukee, Wis.; Rochester, N. Y.; Columbus, Ohio; St. Louis, Mo.; Chicago, Ill.; Minneapolis, Minn.; Springfield, Ill.; Columbia, S. C.

These are given in the general chronological order of their establishment, though the writer does not affirm absolute accuracy in this regard.

The Rochester council occupies the peculiar position of being the general board of the United Charities, electing the executive committee which manages this society's work. By reason of this double relationship, it can scarcely be compared in the scope of its work with the other councils. Let it be said now, therefore, that it has been very active in the educational field, its monthly meetings being carefully planned. It has undoubtedly exerted a very great influence in social develop-

ment, but it has attempted none of the functionings of the other councils. It may, however, do this in the future.

The pages which follow will dwell mostly on developments in Columbus, Milwaukee and St. Louis, because the councils in these cities have existed years enough to show in what directions they have exerted influence. Minneapolis, Chicago and Springfield indicate certain later as opposed to earlier tendencies. Columbia, the infant, is just in the formative stage, but it is a sturdy and determined infant. It is the first council of any strength in a community of less than 50,000 population.

The principal purposes of central councils may be briefly stated (not in terms of their constitutions):

1. To develop better understanding and cooperation among existing agencies.
2. To further new activities whenever required by inciting the proper organization or group to undertake the work.
3. To provide means for united action in the carrying on of any educational or agitational campaigns for governmental action in the administrative or legislative field.
4. To develop constantly improving standards of work among existing organizations.
5. To work out and carry out, through its influence on the proper groups, a systematic program for social development.

Turning to the first of these purposes, we can have no doubt of the large results which have been achieved. Sometimes the efforts have been most systematic. Milwaukee gave all of its meetings, for the first year of its existence, to a presentation of the work of every one of the agencies in the city, the agencies being divided into groups, of course. The secretary of the council recently expressed the opinion that in no city of its size has there been developed such a genuine working together as in Milwaukee, by reason of the council's existence and this first year's program. In Chicago there have been informal case conferences for case work societies which have been exceedingly valuable. In practically all of the cities there have been definite committees at work in this field, but we cannot pause to describe exactly what they have accomplished.

As to the second object, "to further new activities," the Central Council in Milwaukee is at least responsible among other advances for the re-organization of the Associated Charities upon a modern basis, the organization of a confidential exchange, the organization of a Juvenile Protective Association, the organization of a Legal Aid Society, the inauguration of social service work in hospitals, the undertaking to investigate vacation homes for girls with small wages by one agency, the publication of a Charities Directory, the organization in different years of three Special Institutes.

The St. Louis council has to its credit, among other matters, the creation of a permanent Committee on Public Morals, the assumption of work for the prevention of infant mortality by one agency at the committee's request, the establishment of a confidential exchange.

The St. Louis council, however, has been reluctant to go very far in the direction of initiating new activities, because of its desire to complete its first general self-survey of the work of the existing organizations, which will be discussed later.

The Columbus council has been in general more active in securing action by public agencies than in the development of new private agencies, and has, I believe, little to report on this latter side except the establishment of a confidential exchange.

The Chicago and Minneapolis councils are still too young to have any record in this direction. They are inclined to follow the lead of St. Louis in making intensive studies first.

Of the third purpose—securing public action through united effort—it may be said that the central councils have been more uniformly active than in any other field. It is probable, for example, that since its organization in 1909 the Central Council of Milwaukee has been the most influential private agency in the state of Wisconsin, as well as in the city of Milwaukee, in securing legislative and administrative development in the purely social field.

The council in Columbus has also been extremely active in both city and state fields. Its efforts, often based upon extended investigations, have achieved definite advances in fields as far apart as the reforming of desperately bad conditions in the State Penitentiary, thoroughly reforming the Columbus Juvenile Court, and preventing the emasculation of the statute providing for the Board of Moving Picture Censors (the chairman of the council affirms positively that the efforts of the council were the chief preventative of any change).

The St. Louis Self-Survey

THE ST. LOUIS council, organized in January, 1912, determined early in its existence that it would devote its attention to a self-survey. It found that if it gave too much attention to legislative and public administrative matters, it would not have time for the survey. So it asked an organization, which was really a city conference on social work, to undertake this other functioning. Nevertheless, no less than 28 city and state matters were taken up in the first three years of its existence, in many of which it played the major, sometimes the only, rôle.

In regard to the fourth purpose, there is an interesting divergence between the policies of the earlier councils, those in Milwaukee and Columbus, and those which were organized later. St. Louis, Chicago, Minneapolis and Springfield have emphasized, at the start, the importance of systematic attempts to develop better standards and methods of work, though Milwaukee and Columbus would be the first to resent any imputation that they have neglected this most important field. The first secretary of the Milwaukee council, who was giving only half time to the council and was serving also as general secretary of the Associated Charities, and who recently resigned so that a secretary on full time might be employed, wrote recently:

"After the first year (which, it will be remembered, was given to a presentation of the work of all of the agencies) the educational work of the council was begun with a distinct aim of creating and improving standards. This work has constantly gone on and the standards throughout the city have been steadily rising not only in individual societies but for the general public work. . . . At the beginning of the council year, last September, it was felt that the cooperation, co-ordination and general activities of the agencies of the city were in such good shape that the committees could begin more intensive work."

It is evident from this quotation that the Milwaukee council has probably ironed out more difficulties in the way of coordination than most of its fellow councils, and that while there has been the inevitable reaction upon standards, there has not yet been any extended study of standards irrespective of cooperating relationships, the Columbus council would point to some of its special reports as indicating its work in this field. For instance, there is the celebrated report of the

Committee on Children, which had most positive and far-reaching effects on the work of at least two public departments.

But neither of the older councils so clearly concentrated on developing standards as its first task as did the councils in St. Louis, Chicago, Minneapolis and Springfield. Indeed, the Springfield Conference (as it is called there) was the direct result of a recommendation embodied in the Charities Department of the Springfield Survey. Therefore, it was to be expected that standards of work were and have been its chief concern.

The St. Louis council held its first meeting in November, 1911. Its first winter was chiefly devoted to legislative matters, but in October, 1912, it began to formulate plans for a self-survey of all private and a few public agencies. Along with much other work requiring immediate attention, this first self-survey was practically completed last October. Inasmuch as the Minneapolis council has undertaken practically the same task, and believing strongly that a self-survey of standards is one of the most important functions of a council, I shall very briefly describe the methods followed by the St. Louis council.

Twelve Methods in St. Louis

1. Group committees, with from five to twenty members each, were formed of representatives of the societies whose work came within the field of the particular group. Each committee, therefore, was thoroughly democratic in make-up.

2. Each group committee, consulting outside authorities either through the study of printed material or by correspondence, prepared a questionnaire for each kind of society in its field.

3. The questionnaires were passed upon by the executive committee, which includes representatives from all of the larger fields.

4. The approved questionnaires were then sent to the societies and replies requested. Where the replies were not obtained in due time, personal visits were made.

5. From the questionnaires, the group committees attempted to formulate standards, again using outside authorities whenever necessary. Sometimes, when the divergence between proposed standards and current practice required too big a jump a lower standard was adopted but the higher one was embodied in a recommendation.

6. These standards were then reviewed by the executive committee and were the subject of some most interesting discussions. The executive committee was ever insistent that minimum standards were desired; practical, not ideal standards, because there were years ahead for further development.

7. Both questionnaires and standards were subject to amendment by the whole council, but that body is a large one and seldom made alterations.

8. In order to apply these standards, not only was a study made by help of the questionnaires which revealed many understandard conditions, but also visits were paid to practically all of the agencies of any importance. The only exception to this visiting was the group of hospitals and dispensaries, not because of any opposition, but in the hope of a more extended medical survey later on. These visits were made partly by members of the council and others representing the committees, partly by the writer and an assistant, who for several months gave full time to the service of the council.¹

9. A report was made of the work of each society, with statements of specific needs and conditions and a final summing-up report.

10. In certain fields the organization of special conferences, meeting regularly, has been suggested, as a preliminary to the submission of the individual reports to some of the societies and in order to consider properly some of the recommendations which require joint action.

11. A great many of the individual reports, however, have gone and will go directly to the societies, and it is proposed that there be a yearly accounting of progress in each organization.

12. It has been proposed that the Business Men's League Endorsement Committee, which has been provided with copies of all the reports, should not refuse endorsement, excepting in the case of societies which consistently refuse to make any improvements, no matter how fundamental, even after the interval of a few years. Such societies may present the reasons for the refusal and the endorsement committee shall consider them, after calling upon the council to present its position. This plan has the advantage of not making the standard makers the final judges when, if ever, coercive measures have to be used.

As to this whole plan of a council self-survey, the writer, from his experience in St. Louis, is sure of one thing, namely, that though there may be serious disappointments in some directions, there are in such democratic surveys possibilities for long strides ahead. There is a splendid and genuine interest in standards in St. Louis, which nothing short of these three or four years of work and study could have made so widespread. I look to that city to show a steadily growing development in the next few years.

As to the fifth purpose of central councils, the carrying out of systematic programs for social development, all of the councils have inevitably taken part in this by reason of their other activities. Columbus has prepared a social chart and is endeavoring to fill in the gaps. The Milwaukee council has strengthened the whole field of work in that city and state. The Chicago council is working out very large problems of coordination. It is probably true, however, that in order to justify the use of the word "systematic," extensive self-surveys, like the one in St. Louis and the one now being undertaken in Minneapolis, are required, at least in the larger cities. It is because of the absence of these, that no central council has yet attained the desirable condition of being not only the predominant moral factor in the social growth of its community from year to year, but of being able also to indicate with systematic accuracy in what direction and to what extent growth should be encouraged each year.

Central councils, as we have said before, represent a form of moral federation. They have no administrative functions,

¹ Merely to illustrate the whole method; let us examine the standards adopted for societies engaged in "relief and service." Under Investigation there were listed eleven sources of information which were to be used generally. While all of them were not necessarily to be used in each instance, as many were to be consulted as were required to formulate a plan for permanent betterment. It was agreed that this was only a temporary standard to be improved later.

Under Procuring the Services of Other Helpful Agencies were listed sixteen kinds of agencies.

Under Securing Cooperation of Relatives, Employers and Other Individuals, three sub-headings appeared: 1. Personal calls upon those whose interest and cooperation is sought; 2. letters to the same when calls are impracticable; 3. group conferences with relatives and others whose interest is sought.

A minimum case record was described as one having information on at least twenty-one points such as names, previous addresses, employers (departments and foremen), names and addresses of relatives, etc.

The other headings were Formulation of Plan of Treatment, Promotion of Preventive Measures, Conservation of Health, Instruction and Encouragement in Industry, Instruction and Encouragement in Thrift. This questionnaire served in itself to bring out weaknesses in some of the smaller agencies. All agencies with anything resembling decent records were surveyed by straight case-record reading, covering from fifty to five records for each organization according to its importance and volume of work. On each record there were made individual comments as to the investigation, the cooperation and the plan. On the basis of this case reading, specific suggestions were made as to the division of work among all the agencies in this field. A special conference of executives was also proposed to travel along experimentally for a year or so in an endeavor to reduce any needless double covering of the ground in investigation or treatment. Different agencies will, of course, need to obtain supplementary specialized information.

no power; though the expression, "no power," needs qualification. In more than one city the central council has gained such an influential standing that its recommendations are not to be lightly reckoned with, even though it has no sort of weapon to enforce them.

The effect of such a position is to induce a council to give second, even third, thought before taking a definite stand. Largeness of vision in all, a very sympathetic understanding, more and more searching of values, a greater humility, and finally a larger unselfishness are developed. Surely the illustration the writer has frequently used of how a Y. M. C. A. secretary delayed his new building scheme so that a badly needed associated charities might be established in his town is now no isolated phenomenon. Any plan which compels a group of eager people interested in some social purpose dear to their hearts to give way, because they are convinced that by pressing it at a given time they will get in the way of something which is more urgently necessary, has achieved the highest possible success. There is no group of people in this country in this most difficult social field so all-wise as to be infallible and the use of coercion always involves an implication of infallibility. Of course, there are some things, such as indiscriminate relief-giving, which all are agreed have no social value at all. But the real problems of coordination in the social field are far more complicated than this, they are the problems connected with the varying values of different kinds of social effort.

So far as community planning in the social field is concerned, the central councils show positive achievement. They

have not always been able to check what they considered unwise new ventures. With developing self-surveys, however, and systematic programs, they will become more powerful deterrents.

When they become such, because of their lack of coercive power aside from their influence upon public opinion, they will never be tempted to give too scant attention to the project of any group. Their eyes must always be opened to the slightest social values. Because their own power may be flouted tomorrow, they can never become self-assured and self-contented. The motives and purposes of those really inspired to undertake something or enlarge something already started are too precious to be simply oppressed by the sheer force of any group of social workers. It is far better that people sometimes persist in wrong courses.

Central-councils have already shown that they can exert this kind of guidance, and they are just beginning to realize their larger possibilities and opportunities.

One other fact to be considered is that with the exception of Milwaukee, which had a secretary on half time, the councils mentioned have had no paid service. What they have achieved has been by voluntary service alone. Chicago now proposes to have a paid secretary. Milwaukee has just engaged one on full time. There will be further developments in this direction in the next few years. Weighing this fact, we cannot question that the councils have justified themselves many-fold and have indicated large possibilities in the development of a systematic community program.

An Old Friend with a New Name

By Vida D. Scudder

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NEW occasions teach new manners, and if time does not make ancient good uncouth, it has a trick of making it dull. To many middle-aged people, the days seem close at hand when the University Settlement was the last word in social romance, a shining mark for invigorating hostility, a lure to adventure, a summons to sanctity—a center where St. Francis might gladly have sojourned and Tolstoy found some surcease from his conscience pangs. Those were good days, but they are past. Settlements have succeeded; they have proved their value beyond the fondest dreams of their founders; their contribution to the sanest and most significant phases of social advance is by common consent more than can be measured; and they were never so necessary as they are today. But the modern college graduate seeking her place in the world five times out of six rejects the suggestion that she enter settlement work. Why? Oh, because settlements are jog-trot affairs; they are "sentimental," they are "superseded." Entirely accredited, thoroughly established, they present no appeal to the chivalry of youth, partly because they are mistakenly expected to go of themselves. Ardent radicalism, on the rise in our colleges, demands something "more constructive"; ardent Christianity still wishes to wear its religious badge in the world of social need.

Despite a constant widening of achievement, made possible by a host of devoted workers from the ranks of college women, the College Settlements Association, with the four

houses which it controls, has suffered from this sort of thing. Its hold on the colleges has relaxed.

Well, then! Would the young graduate feel drawn to community service? At once the eyes brighten, the girl is alert, response is swift. Community service! She responds to the word of the hour—and it is a good word, more definite yet broader than the old word "settlement," originally chosen precisely on account of its lack of color, a word distinctive, suggestive, alluring. "The beloved community!" What can college women and men do better than to help to create or evolve it in the wretched old world?

And so, and because the original impulse which expressed itself in settlements is seeking varied channels, the old College Settlements Association, still full of faith and fire, decided to rebaptize itself and to widen its appeal and its ambitions. This feat it lately accomplished at Mt. Ivy, the beautiful summer camp of the Rivington street New York College Settlement. There the electoral board of the association had gathered in full force; it met around roaring fires, while the great hills stood sentinel outside. Grey-haired, but to their own minds at least still full of energy, several of the founders sat in a row; around them clustered college women from all succeeding generations, the alumnae electors including the retiring president, Ellen Emerson, largely drawn from the early years of the present century, the undergraduate representatives of eleven women's colleges eager to receive the torch alit with sacred fire and to hand it on and on.

Friends of old standing, leaders in allied movements like the Consumers' League and the Association for Labor Legislation, the Public Health Association and the Charity Organization Society lent their helpful presence; and the C. S. A. was reborn. Circumstances seemed symbolic. Outside it felt, and it looked, like winter; but we knew that it was really spring. Just so, in this year of grace, or disgrace, ancient fraternal hopes, shivering under death-cold winds are yet conscious of the sap of the new order rising in their veins.

The C. S. A. will keep its old initials; but these connote a new title, Intercollegiate Community Service Association. Its aim, perfectly realizable and in one sense only a reaffirmation of its early intention, is the constant organized direction of the youth which passes through the women's colleges toward the wisest forms of helpfulness to the common life.

The first care of the new association, as of the old, must always be the centers which it has so long maintained—the college settlements in New York, Philadelphia, Boston and Baltimore. These settlements are the one distinctive piece of social work which the college women of this country have undertaken and sustained. They have not become very large nor have they developed mainly on the institutional side. They have never blown their own trumpets. But as they have worked on steadily and silently during the last twenty-five years, those who have known them best have valued them most. They have had their full share in pioneer enterprises, in medical social service, in folk-handicraft, in drama, in civic education, in forums for immigrant peoples, in the movement countryward. Their neighborhoods know their worth. They are stronger today than ever, more resourceful, more interesting to live in. It is believed that this new move on the part of the parent association will rally the rising generation and the young alumnae more earnestly to their support.

But beyond the settlements stretches a field in which truly the harvest is plentiful and the laborers are few: it is the home-field, whither our graduates usually return, rich in untried powers, eager possessors of an aroused civic conscience but too often baffled as to the wisest method of approach. The new C. S. A. hopes to cooperate with all other associations which are working for social justice and civic health in

the smaller centers, industrial and rural; it will attempt to carry on more vigorously than heretofore the work of social education in the colleges; and it will try to guide its members toward the work which most needs to be done, and the special fellowship in which they can best serve. Pictures rise before it of large student-rallies with the social emphasis, where men and women of light and leading can be brought in touch with the young life of the schools and colleges. It desires to add to its staff an executive secretary, a woman of mature experience, who can place her wisdom whenever so desired at the service of local need. Assisted by a younger secretary, she will focus her attention on strengthening the organization within the colleges themselves. The function of these secretaries will be to go to any community desiring assistance and to aid the citizens to organize the forces of city, town, village or rural section for social and civic development and improvement. Fellowships, which the C. S. A. has long offered, will be continued; and we shall hope, through our contact with the student and alumnae world, to stimulate and strengthen the whole social apparatus of friendliness and democracy, accredited by experience, and so much needed not only or chiefly in great cities, but through all the smaller towns, and the countryside at large.

If the plan sounds vague, settlements a quarter century ago were much more vague, and a project which has no experimental features lacks that pioneer imagination which has always characterized the C. S. A.

The best is the last to be told: the association has secured for its leaders Susan M. Kingsbury, director of the Carola Woerishoffer graduate school for social studies at Bryn Mawr, and Helen Greene, long intimate with civic and settlement work. Dr. Kingsbury brings to this new enterprise executive ability, wide experience, and devoted faith in the contribution to be made by educated women to the ideals of the new fraternal world toward which in these dark days our faces are resolutely set. Her department at Bryn Mawr represents the first attempt connected with any woman's college to train graduates for social service, and Bryn Mawr and the C. S. A. should both profit by her assumption of leadership in the intercollegiate movement.



THE FIREPLACE AT MT. IVY, WHERE THE CHRISTENING TOOK PLACE

The Task of Civilian War Relief¹

VII

ASTRONOMERS always allow for the personal equation in their calculations. If personality influences so mathematical a science as astronomy what must not its importance be to so human a work as civilian relief.

A score of trifles of conduct and common sense will largely decide whether or not needy families of soldiers and sailors shall receive the kind of care which the nation wants them to have. For the successful performance of some of these details it will be possible for the Red Cross volunteer to prepare herself, and here the experience of social workers in dealing with families and individuals will be of help; but frequently innate tact and ability to understand people will be her only aid.

It seems, for example, of no great importance that a civilian relief worker should know whether to make her first acquaintance with a family at the Red Cross office or in the home of the family. Yet social workers have learned that usually, almost universally, the introduction most satisfactory to both family and visitor is an introduction at home.

At home the family is more at ease, more confident of itself. Even a business man prefers to conduct an important interview in his own office. Furthermore, to begin an acquaintance in the home is, in a measure at least, to orientate the family. The home gives the visitor some idea of the standards of the family. Besides, she is likely to find there an indication of the interests of the person with whom she is speaking, which in turn enables her to start a friendly relationship with the household.

A social worker's incomplete knowledge of German made it difficult for him to gain the confidence of a woman of that nationality whom he desired to assist. Had the interview occurred in his office he might not have been successful. But he was talking to her in her own home. While he was struggling to show the woman how much he wanted to be of service, her little daughter came home from school, and by making friends with the child he broke down the mother's reserve and opened the way to a helpful acquaintance.

It is difficult to remember all the important things a family tells one about its situation. Should one use a pencil and pad? Only where it is absolutely necessary. The most successful interview is not that in which the visitor asks a series of questions which she expects to have answered in the logical order in which they have been put so that she can write them down census fashion. In the best interview one thing leads to another and the facts of the situation in which the family finds itself and the other necessary information come forth naturally as they would in any friendly conversation. But it is difficult to remember everything, especially difficult for the volunteer civilian relief worker without great experience.

She will, however, find some things which the family will feel that it is proper for her to jot down. If it should happen that a child is not getting on well in school and the mother accepts the offer of the Red Cross worker to go and find out what is wrong, obviously she will not object to having the worker write the name of the child, the teacher, and the

address of the school. Similarly, a girl who is ill and worried for fear that her position will not be held for her will be relieved to see the Red Cross worker make a note of the address of the employer after she has promised to see what can be done to save the job.

Sometimes the writing down of items seriatim is what will impress and reassure a man or a woman most of all. It is for the common sense of the worker to determine this. Generally, however, the fewer notes taken the better. An interview must not be made to appear to be a cross-examination. The purpose of an interview is not statistics for the census, but to find out just what is wrong and what means there are for helping the family to get out of trouble. Nothing should, therefore, be done which might hinder the development in the family of confidence in the visitor.

It is desirable to avoid making tentative promises during a first interview with a family. A promise that may seem to the visitor to be only conditional may to the person with whom she is speaking appear to be final. If such an interpretation has been placed upon what has been said it will later be difficult to make a necessary change of action.

Social workers no longer think of people who need assistance as being worthy or unworthy. The families which formerly were called unworthy, that is, families which have unpleasant characteristics, are frequently those which require the greatest care and thought that the visitor can give. It is important that the visitor should not allow herself to be prejudiced against a person because that person has made a false statement to her. While it is not possible to ignore the ethical implication which misstatement of fact may carry, it is essential to consider the point of view and the circumstances which have influenced the speaker.

Whose Fact Is the Fact?

"BEFORE deciding whether a statement conforms or not to fact, we must ask, What fact?" writes Helen Bosanquet in *An Apology for False Statements*.

Whose fact is the fact? Or is there such a thing as a fact at all? Does not the interest of the individual always determine what is or is not fact for him? And if so, should not our zeal for truth lead us rather to reflect upon men's minds than to condemn their statements?

Suppose we are questioning a man who has asked for help at a bureau for relief. We know how inevitably we elicit in the process what we are pleased to call false statements. And it is impossible that it should be otherwise, from the very nature of the case. Putting aside mere personal deficiencies of want of sympathy on the one side, and inadequacy of expression on the other, there remains the insuperable obstacle that we are talking about wholly different matters. The fact which guides his statements, round which they all gather, and to which they all conform, is the very engrossing one that he wants help, wants it with an intensity which dominates all minor interests to a degree inconceivable to an outsider; and his one endeavor is to bring this fact as clearly before the mind of the hearer as it is before his own. We, meanwhile, have accepted that aspect of the fact (though probably inadequately) and are trying to get at another which is absolutely uninteresting to our patient, which probably does not exist for him.

Take such a question as this, which I imagine must be a fairly common one: "Have you ever been so badly off before?" We want to get at the cause; is it periodical or accidental? He has not even a glimpse of our drift, and sees only another opportunity of emphasizing his fact, the uniqueness and intensity of his situation; while very likely the only difference between his present position and that of twelve months ago is the difference between present suffering and the mere recollection of past suffering, and everyone knows what a difference that is.

Generally speaking, it is inevitable that where personal interests

¹ The seventh of a series of articles based upon a course of lectures upon civilian relief now being delivered in New York with the sanction of the American Red Cross, by Porter R. Lee, of the staff of the New York School of Philanthropy. The articles are being written by Karl de Schweinitz, of the New York Charity Organization Society.

are called into play there should be conflict with such a careful and all-round statement as we are wont to call the "true facts of the case." The personal point of view can never be entirely that of science, even with highly educated people; how, then, can we expect it of people who have never even realized that there is any other point of view than the personal; to whom facts have but one aspect, that which is felt by them at the present moment; and to whom every statement not conforming to that aspect is wholly irrelevant?

This insistence upon the one-sidedness of truth is at the root of all intolerance, whether of philanthropy or morality, politics or religion. It will never cease out of the land until we recognize, on the one hand, that other minds may be so placed as to catch a ray of light which is cut off from us, and, on the other, that the great majority of so-called "false statements" are the expression of an undeveloped intelligence, rather than a low standard of morality. The mind which is capable of deliberate falsehood is intellectually more developed than the majority of those which find their way into the offices of social agencies, and it is hardly too much to say that our work would be more hopeful if genuine mis-statements were more common.

None So Blind as Eye-Witnesses

THERE are other things which affect the reliability of statements which may be made to the visitor. A person reporting upon an incident may not have observed it accurately. Indeed, lawyers regard the testimony of an eye witness as much less satisfactory than circumstantial evidence. Mary E. Richmond in her book, *Social Diagnosis*, cites the following illustration from an unpublished paper by Julian Codman upon Evidence in Its Relation to Social Service:

One day Mr. P., a lifelong resident of Nahant, a man of high cultivation and exceptional ability, and an enthusiastic golfer, came to the chairman of the green committee of the Golf Club and told him that he thought part of the course was unsafe for passersby. This was a place where the county road crossed the course. He said that he thought a notice should be put up warning all players to look and see that the road was clear of foot-passengers and carriages before playing a ball from the teeing ground. The chairman suggested a notice as follows, and asked if that would be sufficient: "DANGER: All persons before driving from this tee are cautioned to see that no one is passing in the road." Mr. P. said that he thought such a sign would be just the thing. "Well," said the chairman, "a sign in exactly those words in letters three inches long in black paint on a white ground has been in front of your eyes every time you have driven off that tee during the last six years."

Again it must be remembered that what is proof to one generation or to one grade of intelligence is not proof to another. There was a time when women were convicted of being witches upon proof which would not be valid today. A few years ago in a certain village near Buffalo a man, notoriously a heavy drinker, was overtaken by a thunderstorm one afternoon. He sought shelter under a tree, was struck by lightning and killed. Immediately everybody in that town came to the conclusion that he had been killed because he was a drunkard. His death was a judgment upon him.

The importance that the social worker should keep an open and unprejudiced mind becomes, therefore, the greater. This is not easy. One is prone to prejudice by reason of one's hobbies, one's special interests, one's heredity. The same thing can have an entirely different significance to different people, as Browning has illustrated in *The Ring and the Book*.

Then there is the ease with which one can be led to set down an inference as a fact. Dr. Adolph Meyer in commenting upon a letter written by a social worker about a family under her care says that he finds a number of adjectives—incorrigible, vulgar, not very well, troublesome, and so forth. These adjectives represented inferences drawn by the social worker. Dr. Meyer wanted to know what the facts were that caused this social worker to use these adjectives so that he could form a set of adjectives of his own.

Thus at every turn the social worker's task is affected by the personal equation. This is particularly true in the helping of a family up the successive steps that will lead it out of trouble. This social workers call "treatment," distinguishing it from the work of learning the causes of the trouble and the things which will be useful in assisting the family to a better future.

In treatment personal influence is perhaps the most important factor. And here the personal equation counts most of all. Congeniality between the helper and the helped, tolerance for little peculiarities of temperament and habit, the quality of inspiring confidence—all these things are valuable. But the methods of personality evade definition. They can be appreciated only when observed in action.

A man of twenty-four contracted a disease in the leg and went to a hospital for treatment. The operation had doubled his leg up, making him a hopeless cripple. So sensitive was the young fellow about his affliction that he did not want people to see him. For a year he had refused to leave the basement room in which he and his mother lived.

What the man needed was suitable employment, both for the mental effect of occupation upon himself and for the income which the family required. There was, however, the great difficulty of the man's hopelessness of mind and his physical condition, which a year and a half in the hospital had failed to help. The social worker learned that amputation was necessary to enable the man to obtain employment. But amputation meant the hospital and the hospital was naturally tabooed by the man.

The young man had been silent and almost morose when the social worker made his first call. During three or four visits he showed no signs of interest. Then one day the social worker, apparently by oversight, left a newspaper. When he returned a few minutes later upon some pretext he found that the young man was reading it. Thereafter the social worker brought a newspaper on every visit. His next step was to induce the man to go to a neighboring settlement in order to read.

There the cripple discovered the advertisement of an institution which offered special treatment for twisted legs. He asked the social worker to write for particulars. The social worker knew that there was no hope, but in the man's expression of interest in his future he was quick to perceive his first opportunity. The reply from the institution was a great disappointment to the young man; but there was now a place for the future in his thinking. Into the gap left by the failure of the man's plans the social worker quickly thrust the alternative suggestion of amputation in order that there might be accomplished what the institution could not do—qualify the man for employment which he now wanted to undertake.

Roundabout Help by Suggestion

AFTER the amputation the man had another period of depression. Then he suggested that he would like a job as a railroad flagman. This did not seem to the social worker to be the best kind of work for the cripple. But not daring to discourage the suggestion he went to the railroad. There he found that there was need for telegraphers. This idea appealed to the young man. He took a course in telegraphy and now is self-reliant, self-supporting, and happy.

His success was really a victory for personal influence and what might be called the proper use of the personal equation.

COMMON WELFARE



TO SAVE FRANCE FROM TUBERCULOSIS

FRANCE'S condition from tuberculosis, as reported by Dr. Herman M. Biggs [the SURVEY for May 5] has led the Rockefeller Foundation to undertake the first steps in a great campaign of relief and prevention. Such a campaign must necessarily be long and arduous in a country having the highest death-rate from tuberculosis in western Europe, lacking a tuberculosis movement of any dimensions and having no appreciation of fresh air in homes and shops, such as is the tradition in England and the acquired practice in the United States.

Dr. Livingston Farrand, president of the University of Colorado, and for 10 years secretary of the National Association for the Study and Prevention of Tuberculosis, has been granted a year's leave of absence to direct the work. He and a number of assistants will sail for France in about a fortnight. The plan of campaign is thus outlined by the Rockefeller Foundation:

1. The maintenance of a central organization which will have charge of the work. This organization will be under the French government and will combine the special interests in tuberculosis work. It is expected that the special committee will, among other things, undertake the preparation of literature and exhibit material and will carry out a comprehensive scheme of education for the control of tuberculosis.
2. The organization of four units which, moving from place to place, will carry on a campaign of education and publicity.
3. The demonstration of dispensary methods and organization of local committees under whose auspices permanent dispensaries will be established.
4. The establishment of at least four centers for the training of nurses and others who will have charge of the dispensary work.

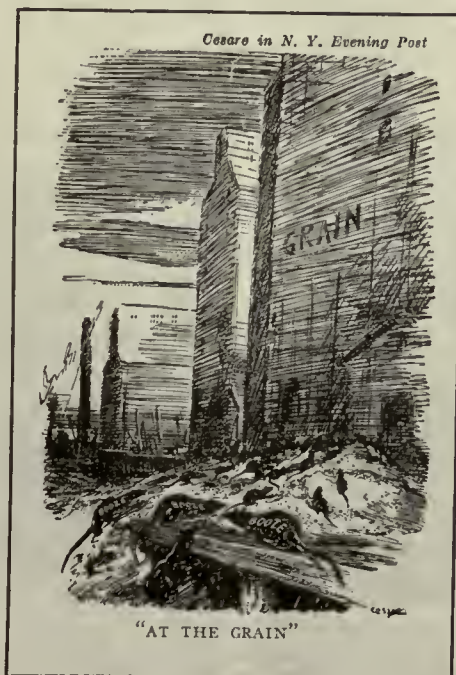
An appropriation of \$100,000 by the foundation will, it is announced, support the central administrative work, so that all other contributions will go directly for the dispensaries, nurses and supplies.

Dr. Biggs, it will be remembered, made what he considered a conservative estimate of a half million cases of tuberculosis in France. At least 100,000 cases

are among the two million refugees in the North. It was found that neither labor nor lumber for hospitals could be secured in France, and when these were found elsewhere, boats could not be had to fetch them. Dr. Biggs' plan, therefore, turned to the establishing of dispensaries with corps of visiting nurses, and the long-range results of an educational campaign to awaken an indifferent people.

The characteristic house of the French peasant plays directly into the hands of the tubercle bacillus. Built of concrete, without cellar or drainage and with few windows, it is damp of itself and from the rotting manure and other refuse in the court-yard which connects it with the stable. Refugees, neighbors, soldiers on leave are crowded into both house and stable in great numbers, and many of them have been underfed and exposed to every form of suffering for months or years.

The situation comes close home to the United States, for, unless our plans are radically different from the plans of the other allies, our troops will be quartered in these very houses during the times they are not actually in the trenches.



THE FIGHT ON "SPOTTED" PROHIBITION

WAR prohibitionists, with their fight half won, have suddenly been thrust into a new phase of the issue—to secure complete prohibition as a war measure of conserving grain for food against a determined effort on the part of brewers and some others to permit the making of beer and light wines. Such a partial measure is a familiar step in state prohibition campaigns, coming up always at the point when it is seen that distilled liquor must go.

In its national aspects, the movement is held by prohibitionists to be particularly bad. Insofar as it relates to reducing drinking, they believe, first, that there will be little change beyond the substitution of great quantities of beer for smaller quantities of distilled liquor; and, second, that even that change will not at once be manifest, for they find a great stock of whiskey on hand, due to over-production and to incidence of the state bone-dry laws as they go into effect one after another. As the measure proposed would prohibit the manufacture, not the sale, of distilled liquor, they would expect to see this big reserve stock of whiskey dispensed over the saloon bars at tremendous profit.

The Woman's War Prohibition Committee, Tremont building, Boston, has issued a postcard based on Elizabeth Tilton's article, Is Beer the Cure for the Drink Evil, in the SURVEY for February 24. They urge all who believe in complete prohibition during the war to send for copies to be mailed to their congressmen and senators and to all who can help. Mrs. Tilton says:

Social workers, I want you to rise up today and fight "spotted" prohibition. What is spotted prohibition? It exists now right there in the United States Senate in two forms. The first is held by Senators Weeks and Lodge of Massachusetts. They say they will vote to get rid of the grain that goes into distilled liquor only, but the manufacture of beer and light wines should go on. This would not affect the saloons or the sale, if I understand them rightly, for we have an over-production of whiskey, I am told, which would continue to be sold for many months in the saloons.



BETSY ROSS IN MODERN TIMES

“WE pledge allegiance to our flag and to the republic for which it stands—one nation, indivisible, with liberty and justice for all.” Some of the 1,000,000 New York school children who are thus taught the meaning of the red, white and blue each morning, go home at night (or stay at home from school) to learn a different lesson. The family in the picture was brought to the attention of the New York Child Labor Committee by agents of the Association for Improving the Condition of the Poor. Four little children, the oldest ten and youngest five, were hard at work affixing pins to tiny flag emblems and mounting them on cards. The mother, with the new-born baby, was helping all she could between caring for the child, keeping house and acting as janitress of the tenement. The children are frequently kept from school to do this task, although the father has a steady position in a factory. Working early and late at the rate of three cents for 144 flags, the best the five workers can make jointly is two dollars a week. Their tenement is not licensed for home work by the Bureau of Factory Inspection.

The other form of spotted prohibition is that being put forward by the Hearst papers. It says distilled liquors do the harm; get rid of them and keep beer and light wines (up to 10 per cent) and all will be well. This sounds well on paper, but repeated experiments have been tried which forbade distilled liquors only and kept beer—one in Massachusetts, one in Iowa, one in Michigan, one in Georgia. All failed. The saloons would sell whiskey along with the beer and in Georgia, where they allowed only light or near beer, to put it in the words of Judge Broyles of Atlanta: “You could have a chemist with every barrel to see that the beer was light and then men did get drunk on 2 per cent beer if they took enough of it.”

No one can study history, read the best Germans on the subject of beer, and not be absolutely convinced that the only remedy is complete prohibition. Says Prof. von Strumpel, Germany's most noted physiologist: “Nothing is more erroneous from the physician's standpoint than to think of diminishing the destructive effects of alcohol by substituting beer for other alcoholic drinks.”

Shoot the beer fallacy dead, but shoot it dead at once, for they write me from Washington that we are in danger of getting this compromise measure and if we get it things will not be any better, and yet they will turn on us and say: “We have given you prohibition and yet it has not helped.” The point is that spotted prohibition, the beer fallacy prohibition, is not prohibition. A virile nation will demand complete war-time prohibition.

Meantime United States marshals in all districts have been notified to exact rigid enforcement of the law prohibiting the sale of any liquor to any uniformed man in the federal service. Washington has added the word “serve” after “sale,” so that the prohibition of treating soldiers, sailors and marines, cut out of the act itself, has been re-introduced by a ruling. A general tendency to obey the law to the letter is reported on the part of keepers of saloons, hotels, restaurants and cabarets, to the discomfiture of some young gentlemen in khaki and their admiring fellow-citizens.

WANTED, REAL NURSES AT HOME

THAT the spirit of romance is unduly influencing some young women is the opinion of leaders of nursing work, who believe that many are enrolling in the Red Cross courses who might to great advantage take the full training course and do a most important service. Prof. Annie W. Goodrich, of Columbia University, says:

The need for thoroughly trained nurses is immediate and is going to be greater. We could place trained women now in very im-

portant positions for rural and city nursing work. We need trained women to take the places of those who are going to active service with the Red Cross units. The training schools must be kept up or the supply of trained workers will give out.

That women are in active patriotic service from the instant that they enter hospital service, does not seem to occur to some of these young people who crowd into the briefer courses, Miss Goodrich continued. These courses are admirable for those who cannot make such work their permanent choice; but it is time for everyone who is thus registering to stop and consider whether her patriotic duty does not lie in the direction of this larger need.

The call for nurses was never so insistent as today. In special fields—public health, child welfare, tuberculosis—as well as in the teaching of other recruits to the nursing service, the woman of suitable preparation and temperament has an unlimited opportunity for social service. And the larger work is worth the longer training.

A similar warning is issued by Lillian D. Wald, of the Henry Street Settlement, New York. Miss Wald considers the public-health nurses as the “first line of home defense,” and urges that women who are eager to serve their country remember that not all can go to the front, and that assignment for home duty is quite as patriotic as a call to go abroad, even though it be less romantic and exciting. That the Council of National Defense has included in its Advisory Commission a committee on home nursing is significant of the importance of this work. Of the section of home nursing, Miss Wald is chairman.

WHY MEN ARE BARRED FROM THE ARMY

“THE percentage of physically unfit from the standpoint of military service is appalling,” writes Major Harry D. Orr, Medical Department of the First Illinois Cavalry, in the *American Journal of Public Health* for May. “The verdict of the recruiting medical officer should be a shock to the nation. Ordinarily three out of every four applicants for the regular army are rejected as physically unfit.”

Major Orr's paper gives a summary of the physical equipment essential for the different services in the army. In the same issue of the *Journal*, Dr. C. E. Costello, Medical Reserve Corps, U. S. Navy, lists some of the defects which most often bar men from the service for which they volunteer. The first and most common is defective vision. Fully 35 per cent of rejections in recruiting stations are for this reason. Many men have had no idea of trouble with their eyes until they find themselves unable to read the eye-card at the required distance.

The second reason for refusal is frequently flat-foot, or more properly, fallen arches. Third and very important among these causes is defective teeth—the surprising rate of 27 per cent of rejections are for teeth so long neglected that they are beyond possibility of repair. Says Dr. Costello:

A peculiar coincidence, which I have noticed in the examination of applicants who have defective teeth, is the frequency of defective vision in the same individual. . . . I am led to believe that the man with a mouthful of decayed teeth develops a toxin which in some way is partially responsible for the condition of his eyes.

These causes of rejection are the "cardinal offenders" that disqualify more applicants than all other causes combined, says Dr. Costello. And he concludes with the reminder that these are conditions which show in early life and could easily be remedied by proper attention of school and health authorities.

TIN CAN PATRIOTISM AT ALBANY

TREMENDOUS opposition to the Brown bills, giving the State Industrial Commission authority to suspend the New York labor laws during war-time, was revealed at a hearing held in Albany May 23 before Governor Whitman. Trade unionists, women of wealth and prominence, social workers, doctors and lawyers came together to protest that no war shall be prosecuted at the expense of women and children. The bills have been passed by the legislature and are before the governor for signature.

Besides the wave of popular feeling against abrogation of the labor law, the hearing likewise disclosed beneath the ardent patriotism of Senator Elon Brown, who framed the bills, a desire to resurrect the good old days when New York canners were unhampered by labor regulations. Ever since the labor law



was amended in 1913 to include canneries, Senator Brown has made this attempt. Each time he has been defeated. This year, under the guise of national emergency, he has all but succeeded.

Although one Brown bill would permit the Industrial Commission to waive provisions of the labor law for persons engaged "in work or employment connected, either directly or indirectly, with the prosecution of the war or with preparation therefor, or for the relief of public necessity occasioned by the war," Senator Brown himself spent most of his eloquence at the hearing on the food situation. "Hundreds of dollars' worth of food went to rot last year," he said, "because of the laws that stand in the way of efficiency." And he added that it was

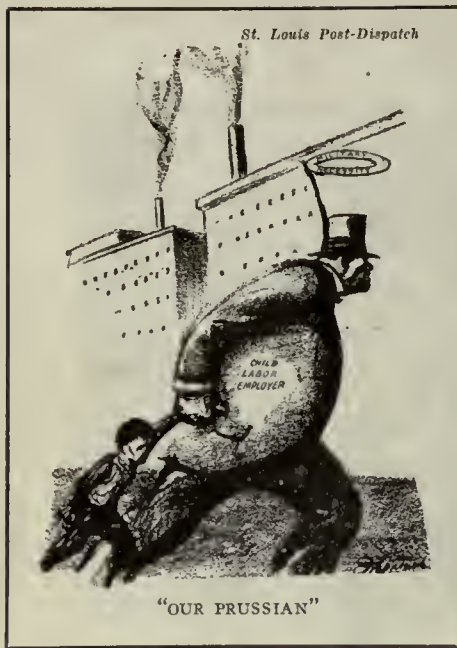
terribly necessary that laws regulating hours and night work be relaxed in certain industries — "canneries, for instance." The audience booded. Even Governor Whitman smiled at the allusions.

But while Senator Brown specialized on agriculture, other industries were not neglected. Printing and subway digging were shown to be war industries "which needed relief," as the bill proposed. Representatives of the State Manufacturers' Association and a score of chambers of commerce predicted a shortage of labor that would result in "our boys in the trenches being killed, starved or frozen unless some way of speeding up supplies were devised."

Three members of the State Indus-



THE architectural problem of the two-family house or cottage flat is met in the Riverdale Courts development of the Toronto Housing Company. "The Lindens," to the left, shows the pleasant effect of double porches and English gables around a grass-covered recreation ground. "The Oaks," on the right, takes advantage of natural grading. Each dwelling has a separate front door, porch and bathroom. Heating is by steam from a central station. Hot water is supplied all the year round.



trial Commission, which is charged with granting exemptions, favored the bill and promised to make only the most necessary concessions. The two labor men on the commission, John Mitchell and James Lynch, vigorously opposed the bill, however. The very fact, declared Commissioner Lynch, that representatives of industries remotely connected with war preparation are urging the bill is evidence of the enormous pressure which will be brought to bear on the Industrial Commission from every side. Commissioner Lynch said that labor would not have been so solidly opposed to the Johnson bill, defeated in the House, which would have permitted exemptions in particular factories. The present bill which permits whole industries to be excluded assumes, he added, that manufacturers of every kind of commodity have a right to exemption on the ground of "public necessity occasioned by war." "I don't think of an industry," he concluded, "that can't take advantage of this clause—except perhaps the movies." And when someone pointed out that the display of a patriotic film would give an excuse for working the girl at the ticket office half the night, the commissioner conceded an exemption even for the movies.

Other labor representatives brought out the cruel effects of such a law on the most helpless and unorganized of all workers—women and minors. Spokesmen of civic and social organizations voiced their opposition not only on humanitarian grounds, but on grounds of economics and expediency, drawn from English experience. Joseph P. Chamberlain of the Columbia University Legislative Drafting Bureau held that the bill was unconstitutional, as it delegated legislative powers to an industrial board, and pointed out that Governor Whitman had no power to veto exemptions, as was popularly supposed,

but only the rules and regulations prescribed by the Industrial Commission after an exemption had been granted.

The hearing on the second Brown bill, suspending the compulsory education law between April 1 and November 1 to permit the employment of children in agricultural pursuits, apparently made a less favorable impression on Governor Whitman. Opposition centered on the loss of school time and the inability of school authorities to competently supervise the children as provided by the act. Dr. Josephine Baker of the New York city Department of Health gave warning of the danger of exploiting young boys and girls in heavy farm work and an agent of the State Charities Aid Association asserted that she had found from experience that not more than seven out of ten farms are proper homes for children.

REASONS WHY NEGROES GO NORTH

WHILE much has been written about the recent migration of colored people from the South to the North, one of the first attempts to give a definite picture of the whole movement is made by W. E. B. Du Bois in the *Crisis* for June. Aided by funds of the National Association for the Advancement of Colored People, Mr. Du Bois explains, a questionnaire covering the whole South was resorted to to get information. While the margin of error is admitted to be large, the conclusion of the *Crisis* is that about 250,000 colored workmen have come northward. The accompanying map shows something

of the starting points and trend of this migration.

The immediate cause of the migration is declared to be economic. The movement began because of floods in middle Alabama and Mississippi and because the latest devastation of the boll weevil came in these same districts. A second economic cause was the cutting off of immigration from Europe and the consequent demand for labor in the North. The United States Department of Labor is quoted as saying that most of the help imported from the South has been employed by railroad companies, packing houses, foundries, factories and automobile plants. The third reason, according to Mr. Du Bois, has been outbreaks of mob violence in northern and southwestern Georgia and in western South Carolina.

Back of all these reasons is the general dissatisfaction with southern conditions of living. Individuals gave the following reasons for migration from certain points:

Montgomery, Ala., better wages, lack of employment, bad treatment; West Point, Ala., boll weevil; Americus and Cartersville, Ga., low wages, schools; Newnan, Ga., low wages; Birmingham, Ala., right to vote, discontent, bad treatment, low wages; Fairburn, Ga., low wages, bad treatment; Sanford, Fla., low wages, bad treatment; Anniston, Ala., low wages, bad treatment; Jefferson county, Ala., low wages, bad treatment; West Point, Miss., low wages; La Grange, Ga., low wages, bad treatment; Washington, Ga., low wages, schools; Newman, Ga., low wages; Jackson, Ga., protection, schools; Covington, Ga., low wages; Montezuma, Ga., low wages, oppression; Tallahassee, Fla., unrest, conditions, low wages; Honeapath, S. C., low wages.



APPROXIMATE trend and volume of Negro migration from the South, 1916-17. This is based on a total estimated migration of 250,000 persons in the last six months, and is compiled from a questionnaire covering the whole South.—From the "*Crisis*."

A colored man of Sumter, S. C., summed up the whole situation when he said: "The immediate occasion of the migration is, of course, the opportunity in the North, now at last open to us, for industrial betterment. The real causes are the conditions which we have had to bear because there was no escape."

It is interesting to note, says Mr. Du Bois, that this migration is apparently a mass movement and not a movement of the leaders. Economic distress and social unrest have pushed past the conservative advice of the Negro preacher, teacher and professional man, who are said for obvious reasons to be opposed to the exodus, and the colored laborers and artisans have determined to find a way for themselves.

The character of the people who are going is thus described by the Birmingham, Ala., *Age-Herald*:

It is not the riff-raff of the race, the worthless Negroes, who are leaving in such large numbers. There are, to be sure, many poor Negroes among them who have little more than the clothes on their backs, but others have property and good positions which they are sacrificing in order to get away at the first opportunity.

The entire Negro population of the South seems to be deeply affected. The fact that many Negroes who went North without sufficient funds and without clothing to keep them warm have suffered severely and have died in large numbers, has not checked the tide leaving the South. It was expected that the Negroes would come back, sorry that they ever left, but comparatively few have returned. With the approach of warmer weather the number going North will increase.

PLANS ANNOUNCED FOR A NEW DUBLIN

T. H. MAWSON, the English city planner, recently returned from a visit to the United States, enthusiastic over Burnham's plan for Chicago and convinced that, even if it is not carried out in all its details, it will have an immense influence on the future not only of Chicago, but also of other cities. This project was referred to several times in a discussion of the proposed city plan for Dublin as the only one comparable with it in scope at a meeting of the Town Planning Institute of London.

The scheme for the reconstruction of the Irish capital considered was that of Prof. Patrick Abercrombie and Sidney A. Kelly, F. S. I., which has been awarded the prize offered by Lord Aberdeen. Dublin is physically perhaps one of the most neglected seats of government in Europe. It is distinguished not only by overcrowding, insanitation of ill-adapted tenements and obstruction of buildings in the central sections, but also by an unusual extent of derelict sites and wasteful neglect of topographical opportunities of development.

A departmental committee appointed by the local government board of Ire-

land to inquire into the housing conditions of Dublin issued a monumental report and volume of evidence in 1914, amplified by the civic survey undertaken under the general superintendence of Prof. Patrick Geddes.

The extraordinarily small growth of the city population—by only 2,441 from 1851 to 1901—in the opinion of Professor Abercrombie offers a compensating advantage in giving a chance for modern planning denied to more fortunate cities. Nearly all the larger centers of Europe and America were disfigured during this half century of greatest industrial expansion by a ruthless disregard of economic and aesthetic considerations, creating new residential and factory areas which are badly planned and which it will take generations to remodel or eradicate. In Dublin this evil is much less pronounced. "Nowhere could central improvements be suggested with so manifest a prospect of appreciating values."

Indebtedness to American examples may possibly be discovered in some of the features of the successful project, which provides for a magnificent civic center with well grouped public buildings on both sides of the river Liffey, connected by broad avenues with three or four large park areas, which again are linked together, and with a system of smaller parks, by further parkways and boulevards.

One exceptional opportunity for large scale replanning in the central sections is offered by the existence in them of public and charitable institutions which cover an extensive total area and which, in most cases, can with advantage be removed into the country.

The plan provides for a considerable limitation in the number of tenements, since the survey made prior to the competition showed beyond doubt that an

appreciable proportion of the population now living in multiple dwellings might, with proper rearrangement of industries and transportation facilities, inhabit a suburban belt.

The most novel feature of the scheme is the deliberate division of the tasks of reconstruction into three separate "periods," based upon their relative urgency. "A competition would give a very wrong impression," says Professor Abercrombie, "if it suggested that a town plan was a finite design to be carried out like a modern building; it, in fact, should more resemble in its execution a medieval cathedral, which was an organic design continually undergoing modification as it progressed." Thus alterations of the less urgent parts of the enterprise can be introduced as the work proceeds without destroying the general conception.

The social and political significance



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of the plan was emphasized both by the authors and by other speakers. Even if complete financial assistance is given for the specific housing schemes and their ancillary traffic connections, the plan can only come into operation as the result of prosperity and general optimism. The purchase and resale of the derelict sites, for instance, would otherwise entail a grave loss. A great political change, giving the citizens confidence in the economic future of the national capital, was mentioned by one of the unsuccessful competitors as an essential condition of success.

COMMISSIONER KINGSBURY ACQUITTED

JOHN A. KINGSBURY, commissioner of public charities of New York city, and William H. Hotchkiss, counsel for Mr. Kingsbury and for the city in the Strong inquiry of last year, were tried last week on the charge of unlawful wiretapping that grew out of the charities controversy. The judge ordered the jury to acquit them of the charge which, under the law, constitutes a felony.

The case was tried in the Kings County Supreme Court in Brooklyn. Justice Charles H. Kelby held that the prosecution had not proved bad faith and evil intent on the part of Mr. Kingsbury and Mr. Hotchkiss in suggesting to the police commissioner that important evidence of crime might be obtained by tap-

ping the telephone wires of the late Daniel C. Potter, Dean Potter, his son, and the Rev. William B. Farrell. Father Farrell was the signer of the famous "Farrell pamphlets," but Daniel C. Potter was suspected of having written them. Said Justice Kelby:

If at the time they sought supervision of the wire they in good faith actually believed this [that a crime had been committed], and they based their belief upon grounds that would appeal to the ordinary prudent man as reasonable, then they are guilty of no crime. . . . I am convinced that the proof in the case does not, under the rules of law, show the bad faith and evil intent of the defendants necessary to constitute the crime of which they are charged.

At the time of the wire-tapping it was suspected that Daniel C. Potter was about to absent himself from the jurisdiction of New York state to escape a subpoena, and that his son was removing the original manuscripts of the Farrell pamphlets so that they could not be used to identify the author.

Justice Kelby went into the right of the Police Department, under the law, to tap wires as an aid in the detection of crime:

The police have no greater right to act unlawfully or wilfully in the tapping of a telephone line than any other citizen. They have, however, certain duties imposed upon them by law, especially under the Greater New York charter, section 315. There they are required to preserve the public peace, prevent crime, and detect and arrest offenders. Under the power of the state com-

manding them to preserve the public peace, prevent crime, and detect and arrest offenders, they would have the right to intercept messages over telephone wires when they have reasonable grounds to believe that crime has been committed, is about to be committed, or to aid in the detection of a crime committed or about to be committed.

Commenting on the case, Martin W. Littleton, counsel for the defense, said: "It ought to close a chapter in this city of disputation which had got beyond its logical and reasonable limitation."

A MINISTER AND HIS CHURCH IN WAR

FOR making a "statement of faith" from his pulpit, in which he declared that war is a denial of Christianity and that he would do nothing to aid or support the war with Germany that he had not done as a loyal citizen before war was begun, the Rev. William M. Fincke, pastor of the Greenwich Presbyterian Church of New York city, has been asked by his congregation to resign. The matter has yet to come before the New York Presbytery, and Mr. Fincke's friends in the church are considering the advisability of making a fight before that body on the issue of "the right of a minister of Jesus Christ to say from his pulpit what he honestly believes to be God's truth."

Preceding his statement, Mr. Fincke had spent three days in Washington in an effort to have an amendment written into the army bill giving exemption to conscientious objectors. In his sermon, which was delivered April 29 and later issued in pamphlet form under the title A Ministry of Reconciliation, Mr. Fincke declared that although he could not see that "this war is even expedient as a fight for liberty and democracy," he was "no mere anti-war maniac." He would serve his country, he said, by striving "to keep alive the spirit of good will toward all men," by serving "the ideals of democracy which constitute the soul and center of her being," by working for the peace of the world, and by keeping his country "true to her ideal of international brotherhood."

A postal card referendum among the members of the church favored Mr. Fincke's remaining by a vote of 130 to 40. The church session, however, the governing body, composed of ten men, voted seven to three for his resignation and for the resignation also of the Rev. E. B. Chaffee, assistant pastor, who had expressed agreement with Mr. Fincke's views. Subsequently Mr. Fincke asked for a six months' leave of absence that he might accompany the Presbyterian Hospital unit to France. The moderator's council of the presbytery recommended that this be granted, but the session refused. Nevertheless, Mr. Fincke left with the unit as an orderly on May 14.

On May 22 a full meeting of the

congregation was held to discuss the matter. Speakers opposed to Mr. Fincke's remaining contrasted portions of his sermon with portions of President Wilson's reasons for our entering the war. The pastor was criticized also for going over the head of the session with his postal card referendum. The meeting voted 210 to 124 for his resignation.

The next meeting of the presbytery will be held June 11. This body is composed of some 400 pastors and elders.

FEDERAL HELP TO SCHOOLS WELCOMED

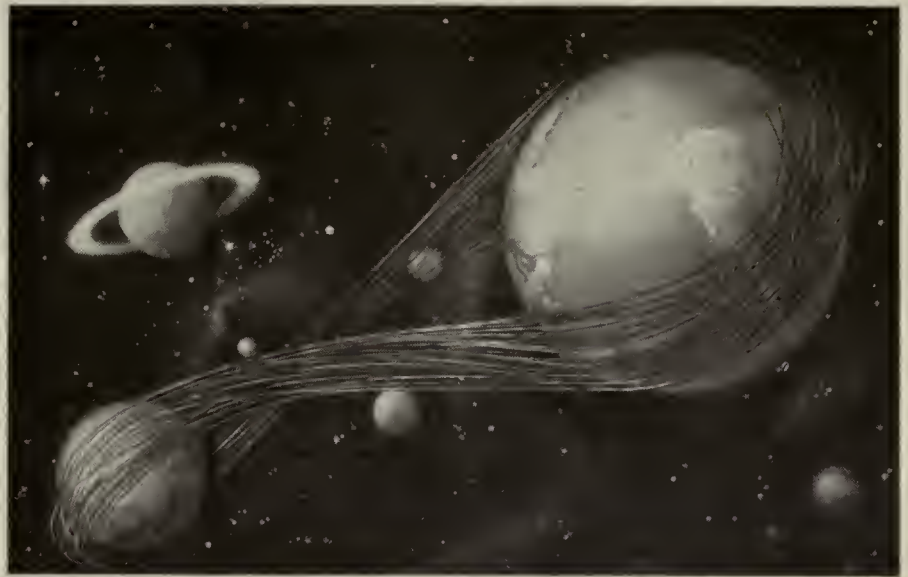
IN less than three months after President Wilson had signed the Smith-Hughes act, granting federal money to the states in aid of vocational education, twenty-nine legislatures had accepted the provisions of the act. Most of these were in the South and West, in states which have heretofore made little provision for vocational education.

The states that had accepted the act up to May 14, according to a canvass made by the National Society for the Promotion of Industrial Education, are Arizona, Arkansas, Colorado, Delaware, Indiana, Iowa, Kansas, Louisiana, Maine, Missouri, Nevada, New Jersey, Montana, North Carolina, Ohio, South Carolina, South Dakota, Tennessee, Utah, Vermont, Washington, West Virginia, California, New Hampshire, Michigan, Minnesota, Oklahoma, Wyoming and Massachusetts.

Seven states had bills pending at that time: Connecticut, Florida, Illinois, New York, Pennsylvania, Texas and Wisconsin. Rhode Island killed the bill presented to its legislature. The governors of four states having no legislative sessions this year—Kentucky, Maryland, Mississippi and Oregon—are taking steps to secure its benefits.

This bill appropriates large amounts of money to stimulate directly the teaching of agricultural, industrial and home economics subjects. To secure these sums the states must meet the federal grant dollar for dollar. The act extends the principle of land grants to agricultural colleges embodied in a law signed by President Lincoln in 1862, and has itself been ten years in passing Congress.

For cooperating with the states in paying the salaries of teachers, supervisors or directors of agricultural subjects the government appropriates \$500,000 for the fiscal year ending June 30, 1918. This amount is to be increased annually by \$250,000 until \$3,000,000 is reached, which is to remain the annual appropriation thereafter. The same appropriations are made with respect to home economics subjects and with respect to industrial subjects. All the other expenses of the school, including site, plant, equipment and operating expenses, together with the salaries of teachers of academic



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subjects, are left to the states or to local communities.

Allotments to the states for teaching agricultural subjects are to be in the proportion that their rural population bears to the total rural population of the country, allotments for home economics and industrial subjects in the proportion that their urban population bears to the total urban population of the country.

The bill aims also to stimulate the preparation of teachers for these subjects. It appropriates \$500,000 for this purpose for 1918 and gradually increases this sum to \$1,000,000 by 1921, which is to remain the annual appropriation thereafter. The allotment of these funds is to be in the proportion that the total population of the state bears to the total population of the United States.

The states must submit to a joint supervision of the use of these funds by the Federal Board for Vocational Education, which is created by the act, and the state educational authorities. On its side, the state may put administration into an existing board or it may create a new one. Most of the twenty-nine states mentioned have designated the existing state board of education. Colo-

rado designated the state board of agriculture, although a board of education exists there, North Carolina created a state board of vocational education, West Virginia put administration into the hands of the state board of regents, and Maine, Ohio and South Dakota, none of which has a state board of education, created new boards of control.

The composition of the federal board was the chief point in dispute between the Senate and House conferees. The board was finally made to consist of the secretaries of agriculture, commerce and labor, the commissioner of education and three citizens to be appointed by the President, one to represent manufacturing and commercial interests, one agricultural interests and one labor interests. Professor Dewey, of Columbia University, has criticized this arrangement as "scandalously" lacking in educational representation. Another criticism of the bill by educators is that by permitting administrative boards to be set up under any system the state wants to employ, it allows, if it does not actually encourage, a dual system of control for vocational and general education.

The act stipulates that "the control-

ling purpose" of the education to be provided under it "shall be to fit for useful employment." It must be of less than college grade and must be designed primarily for persons over fourteen years of age. The plans of the state board for giving this education must be formally approved by the federal board. A state may, if it choose, accept the benefit of any one of the funds without accepting all.

BRITISH COOPERATION IN WAR TIME

THE publication of two new periodicals within the cooperative movement in England marks its growing strength. The *Producer*, published by the Cooperative Wholesale Society as a monthly since November, 1916, is intended as a trade and business paper and brings expert discussion of the technical problems which face individual societies and their managers. The *Co-operative Educator*, published by the Cooperative Union since January, is devoted to the promotion of popular education in the ethics and economies of cooperative enterprise. It serves as a connecting link between the large number of voluntary

teachers, most of them active members of local organizations, and supplies study circles with appropriate material.

There has also, in recent months, been a crop of books and pamphlets written by cooperative educators who discuss the new problems facing the various forms of cooperative enterprise during the war and expected to arise when the war is over, such as the relation to trade unionism, changes in the system of taxation, cooperative control of raw materials and prices, the need for changes in educational policy, and the maintenance of democratic institutions and international relationships.

Among recent books, *The National Being*, by George Russell, the well-known Irish poet and cooperator, outlines a plan for making cooperation, agricultural and industrial, the basis of unity in a national Irish political economy. "We hope," he says, "to create finally, by the close texture of our organization, that vivid sense of the identity of the people in this island which is the basis of citizenship and without which there can be no noble national life." The Cooperative Reference Library of Dublin, one of the fruits of the Irish movement, publishes an English translation of Dr. Hannes Gebhard's *Cooperation in Finland*, describing its rapid growth since its origin twenty years ago.

The forty-eighth cooperative congress was held at Lancaster in June, 1916. The report, just issued, a document of nearly a thousand pages, shows the importance which the movement has attained. Foreign representation, on this occasion, was limited to France; and purely national problems predominated in the discussions to a greater extent than usual. The largest amount of discussion was provoked by a paper on *The Economic Results of the War and Their Effect upon the Cooperative Movement*, read by F. Hall. He foresees that, owing to the diversion and destruction of capital during the war, higher rates of interest are likely to prevail in future and correspondingly lower wages. Prices, in his opinion, will not fall, but, on the contrary, go on rising owing to the exhaustion of stocks and the destruction of coal mines and other sources of supply.

The permanent transfer of large numbers of women from the consuming into the producing class and the effect of greater inventiveness and a more progressive spirit will to some extent counteract this tendency. The psychological development chiefly to be feared is a general relaxation after the high tension under which all classes have labored during the war. Altogether, though he tried to be cheerful, Mr. Hall was obliged to paint a pretty black picture of coming conditions for the workers, taking into account also the lessened purchasing power of foreign countries, the

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burden of taxation, the abrogation of trade-union regulations, possible deviation from the principle of free trade upon which British prosperity has been built up.

To meet these difficulties, he urged the members of cooperative organizations—over one-fourth of the population of the United Kingdom—to remove restrictions on the accumulation of capital and increase their share capital, to establish or develop savings banks, to increase the loyalty and trade of present members, to prepare a plan of extension of both distributive and productive departments in readiness for the proper time, to overhaul financial arrangements with a special view to increasing reserves and making fullest allowance for depreciation, not to increase dividends from war profits, but rather to create with these a special reserve. Altogether, the cooperative movement can weather the storm only by a policy of extreme conservatism and greatly increased loyalty of its members; a deepening of its ideal rather than a wide extension of its propaganda is demanded by the expected situation at the end of the war.

SOCIAL HYGIENE IN WAR TIME

COOPERATING with the commission on recreation for military training camps, the American Social Hygiene Association announces it will assist in keeping the War Department informed as to the conditions in camps and the zones about them; it will help the medical department of the army to provide facilities for diagnosing venereal infections among the candidates for enlistment, and for the treatment and supervision of all cases in the camps who have been exposed to infection; and it will also cooperate with the Public Health Service and other governmental agencies in controlling the situation in cities and towns near military camps. Here the association's especial work will be in creating public opinion so that measures practically dealing with conditions may be unhampered. The provision of an adequate supply of salvarsan and of facilities for treating infected individuals in the civil population is contemplated.

There is much need for the assistance of civilians if this program is to be carried out, writes Dr. W. F. Snow, secretary of the American Social Hygiene Association:

Just what form of work may best be undertaken by a particular agency cannot be determined until the location of the camps is known and the power of military authorities is definitely fixed. But it is safe to assume that the government will look largely to the civil authorities to repress prostitution, alcohol and other vicious conditions in towns where the soldiers may spend their leisure time.

In spite of the progress of public opinion regarding prostitution, there are still towns



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The SURVEY's files are short of the issues for March 17, April 21, 28, May 5, 12, 19, 26, due to unexpected demands for new subscribers. Copies will be gratefully received from subscribers who do not bind the volumes.

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where segregated districts are tolerated, and camps may be located near such communities. . . . Official action may need the stimulation of private initiative to meet such a situation.

Besides removing opportunities for indulgence, the promotion of moral and physical welfare through clean recreation will, as has already been pointed out [the SURVEY for May 12], call for the assistance of many intelligent and effective organizations. The association urges that civilians be alert where camps are already established.

PORTUGUESE INDENTURED LABOR

SIMULTANEOUS with the encouraging forecast of the abolition of indentured Indian labor by the viceroy [the SURVEY for May 26] comes the publication of a British "white paper" concerning contract labor in Portuguese Southwest Africa. It may be recalled that for many years the condition of these *serviçaes* on San Thomé were so bad [the SURVEY, November 6, 1909] that British and Dutch cocoa manufacturers refused to handle the product of that island. Now conditions, according to the reports received from British consuls and embodied with previous correspondence in this parliamentary document, are so much improved that this voluntary embargo may well be removed. Consul-General Hall writes:

The reforms which the Portuguese have carried out since 1908 are so great that I think it may, without exaggeration, be said that a revolution has been effected. There seems no reason to doubt that the methods of recruitment are free from objection. The conditions under which the laborers live and work have reached a high standard and are improving. There is not only no evidence to show that fraud or violence or other illegal methods are used to secure renewal of contracts, but there is evidence tending directly to show that the laborers are left perfectly free to choose whether to recontract or not; the proceedings, moreover, are open to the public and are advertised beforehand. Finally, the fact of continuous repatriation to Angola, as well as Mozambique and elsewhere, is patent to every person who comes to these shores.

The principal reason for this improvement, both in methods of recruiting and conditions of work, apparently is the fact that by means of a bonus paid in a lump sum at the end of the contract, the laborer is enabled to return to his home community in comparative affluence and that, hence, the flow of labor has become more than sufficient and made any mode of coercion entirely superfluous even from the most brutal considerations of exploitation.

The effectiveness of the protests made five years ago is shown by the endeavor of planters to improve living conditions for contract laborers. Even though the glowing accounts of the consular officers may be somewhat influenced by political motives, and although, of course, every form of contract labor under white mas-

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ters delays the progress of the more backward races, the facts stated in this publication would seem to indicate that a really substantial betterment in every respect has taken place.

THE WAR AND THE END OF POVERTY

HERBERT C. HOOVER is to speak the evening of June 8 before the National Conference of Charities and Correction, at Pittsburgh, his subject being The War and Food. Other speakers announced for the special section on Social Problems of the War, of which Edward T. Devine is chairman, are Samuel Gompers on The War and Labor; E. H. Scammell, secretary of the Military Hospitals Commission of Canada, on Disabled Soldiers, and Eliot Wadsworth on the American Red Cross.

The program of the section on The Family and the Community as originally arranged has been supplemented by an address on the Patriotic Fund of Canada, by Helen R. Y. Reid of Montreal. Another session of the same section will consider The Treatment of Soldiers' Families. In the section on Health Dr. C.-E. A. Winslow will speak on Public Health in War Time and Mary E. Lent on Special Public Health Nursing Problems Likely to Be Created by the War. In the section on Community Problems, Prof. Irving Fisher and the Rev. Charles Stelzle will discuss national prohibition. Later, again under the health section, Prof. Graham Lusk will consider Economy in Diet and Lucy H. Gillette The Relation Between Expenditure for Various Types of Food and the Food Value of the Diet. Announcement of ex-President Taft's address on International Adjustments after the War has been made previously.

The whole program will, it is announced, reckon with the war and its demand for social organization of the whole people without scrapping the original program, made before war was declared. This, as described in the subject of the address of the president, Frederic Almy, is The End of Poverty, an Impossible Goal Which We Can Approach.

As in the past, various kindred groups will meet at or about the time of the National Conference sessions in Pittsburgh. The following are among those scheduled: National Conference on the Education of Truant, Backward, Dependent and Delinquent Children, June 4-6; American Association of Officials of Charities and Corrections, June 8; American Committee of Polish Social Workers, June 9-11; National Federation of Settlements, June 3-6; National Association of Jewish Social Workers, June 3-6; International Association of Policewomen, June 6-8; National Children's Home Society, June 4-6; National Probation Association, June 5-6.



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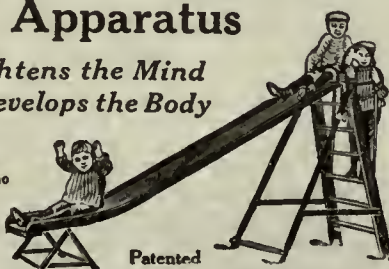
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CONTENTS for JUNE 9, 1917

The GIST of IT

VOLUME XXXVIII, No. 10

CONTRIBUTED ARTICLES

The Red Cross Commission to France	- - - - -	235
The Long Beach Conference. And Its Social Approach to Foreign Relations	- - - - - PAUL U. KELLOGG	236
The Task of Civilian War Relief—VIII	- - - - -	239

COMMON WELFARE

Protest of the United Mine Workers	- - - - -	241
Labor Wins	- - - - -	241
New Federal Committees on Mediation	- - - - -	241
Secretary Wilson's Plan to Prevent Strikes	- - - - -	244
The Saloon Doing Its Bit	- - - - -	245
Censorship as Finally Enacted	- - - - -	245
For Democracy and Terms of Peace	- - - - -	246
Immigration Burdens on the State	- - - - -	246
Putting the Palisades at Work	- - - - -	247
Home Defense Nursing Plans	- - - - -	247
How a Dollar Has Shrunk in Dallas	- - - - -	248
Cooperative Dentistry for Garment Workers	- - - - -	248
To Survey the Aliens of St. Louis	- - - - -	248
The Protocol Meeting the Cost of Living	- - - - -	249
Relentless War Against Vice in Chicago	- - - - -	249

JOTTINGS	- - - - -	249
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HO FOR PITTSBURGH!

SUITCASE in hand and speech in pocket, social workers from every state and from Canada are spending this week in Pittsburgh, where a score of social and civic bodies are meeting with or before or beside the National Conference of Charities and Correction, the parent body. A report of the discussions will be the leading feature of

The Survey Next Week

TWENTY Americans are off to study the tremendous task of rehabilitation in stricken France and as to how the Red Cross hundred millions may best be put at work. Page 235.

WITH the purpose in mind of enabling a soldier's family to live according to the standard to which they have been accustomed, the civilian relief worker must work out a plan of income and expenditures, just as she would for her own family or for a business enterprise. The basis of it is a family budget, flexible enough to meet changing needs and prices, to be kept by the family itself and made into an interesting bit of home-engineering. Page 239.

STATE executives, facing total expenditures of millions of dollars on account of dependent immigrants, have organized to get help from Washington. Page 246.

MEN who demand that their wages be fixed in terms of food, fuel and clothes, have increased greatly in numbers as the cost of living goes up, and filled the country with industrial unrest. The Council of National Defense is meeting the situation by appointing local committees to cooperate with the government labor mediators. Page 241.

MEANTIME, Secretary Wilson has drafted a bill which would establish a federal adjustment commission with plenary powers over interstate carriers and their employes. By fixing an eight-hour day for railroads he believes serious trouble will be averted for perhaps a generation, or until there has grown up a general demand for a shorter work-day. Page 244.

CONSCIENTIOUS objectors of all kinds and whether members of a church or no, should be exempted from war service, according to the labor and radical conference held in New York last week. The Russian revolution was acclaimed and the draft act denounced. Page 246.

DENTISTS working on a cooperative basis for all members of the constituent unions, are the latest development in the Joint Board of Sanitary Control in New York city. Page 248.

ST. LOUIS is surveying its alien population as the basis of an intensive campaign of Americanization, winding up with a Fourth of July celebration in which the veterans of the G. A. R. will be guests of the new citizens. Page 248.

THE PALISADES, saved from commercial wreckers, have been made into a great interstate park at the very doors of New York city. The commissioners, drawing on the experience of last year, are planning cooperative uses on a great scale by clubs and classes and families, all sharing in common water supply and waste disposal. Page 247.

SHRUNK to 69 cents, the dollar of the city employe of Dallas does not keep him out of debt except as he scrimps on the necessities of life. Food has risen 45 per cent in three years. A summary of an official survey. Page 248.

NEWSPAPER men from the whole country, diplomats, international lawyers, spokesmen of the submerged countries of Europe, leaders of thought representing almost everything except the belligerent governments, including our own, sat in at the Long Beach conference on internationalism. It was a training class in the world wide problems which editors and speakers and legislators must tackle as they have hitherto tackled the problems of city and state. Page 236.

THE SURVEY

The Red Cross Commission to France

WITHOUT announcement and on almost the briefest possible notice an American Red Cross commission of twenty persons slipped away to France within the week to answer what Henry P. Davison, the chairman of the new Red Cross War Council, has described as "the most stupendous and appealing call in the history of the world to aid suffering humanity."

The purpose of the commission, which goes abroad "for the period of the war" and which includes a notable group of business and professional men, is three-fold: to study the needs and conditions of non-combatant populations in some of the European countries, to prepare the way for the American troops that will be sent abroad, and to administer the relief for which the American Red Cross has already set out to raise \$100,000,000.

The work that the commission intends to do is partly revealed by the identity of its members. The commission is headed by Grayson M. P. Murphy, senior vice-president of the Guaranty Trust Company, New York city, who is called commissioner for Europe and has been given the military title of major for the purposes of this work. Mr. Murphy is a graduate of West Point. He goes with plenary powers.

There are eight deputy commissioners: James M. Perkins, vice-president of the National City Bank, New York city; William Endicott, of the firm of Kidder, Peabody & Co., New York city; Cary Taylor, lawyer, New York city; George B. Ford, town planning expert, New York city; Ernest McCullough, engineer, Boston; A. W. Copp; Ernest P. Bicknell, who has resigned as director general of civilian relief of the Red Cross; and Dr. Alexander Lambert, physician, New York city.

In addition, the commission is accompanied by six "inspectors for service in Europe," three secretaries and a comp-

troller. The Rev. John Van Schaick, Jr., of Washington, D. C., and president of the local Board of Education, is one of the secretaries.

In outlining recently the work that such a commission would have to do, Mr. Davison said that the American Red Cross must become a foster parent of our soldiers while they are in Europe. Not only must the sick and wounded be cared for, he said. Englishmen and Frenchmen, when relieved from duty in the trenches, go home. Soldiers from other countries have no home to go to. They go to Paris. "Many of them," said Mr. Davison, "do not return from Paris as efficient soldiers as when they went there. Our American soldiers must have a home in France, somewhere to rest, somewhere to find a friendly atmosphere, somewhere to go for recreation and wholesome amusement. These men will be returning to this country some day. We want to make it certain that as many as possible return in health and strength, and not afflicted with disease from which our forethought might have protected them."

The presence of Dr. Lambert on the commission indicates an intention to combat tuberculosis and other diseases. Tuberculosis, said Mr. Davison, is spreading in France. Moreover, some 1,500 towns and villages in that country have been destroyed. The people in these devastated regions require even the simplest essentials with which to begin life anew. Among the necessaries which Mr. Davison said we ought to furnish them are clothing, agricultural implements, domestic animals, especially horses and cows, seeds, fertilizers, tools, bedding, stoves and the elementary materials with which to cover themselves by day and by night. Some idea, he said, of the amount involved in such an undertaking can be formed from the knowledge that the Commission for Relief in Belgium has advanced for governments and from private subscriptions \$350,000,000 for relief in



W. FRANK PERSONS
*Director general of civilian relief
of the American Red Cross, suc-
ceeding Ernest P. Bicknell*

Belgium alone. Russia, too, needs our help, said Mr. Davison.

On the Russian line of 1,000 miles there are only 6,000 ambulances, while on the French front of 400 miles there are 64,000 ambulances, fully equipped. Behind the lines in Russia are millions of refugees from Poland, Lithuania, and western Russia, driven from their homes by the German and Austrian armies, wandering from city to city, crowded into unfit habitations, huddled in stables, cellars and outhouses and dying from disease due to exposure and insufficient food.

Russia needs our trained women to instruct hers in the art of nursing; she needs enormous quantities of the elementary articles necessary to relieve the very worst cases of pain and suffering. Probably nothing that can be done immediately will do more to win this war than to strengthen Russia. . . . Our Red Cross is the one agency which can exert itself effectively in this terrible emergency.

The passports of the commission read only to the allies of the United States and to neutral countries. It is not expected that the work of the commission will cease with the end of the war. Meanwhile, for its present trip it has received the cordial welcome of the French government.

Paul Rainey, the African huntsman, explorer and motion picture photographer, sailed with the commission. Mr. Rainey has made motion pictures on the Anglo-French front and it is expected that he will photograph scenes studied by the commission.

Mr. Bicknell's resignation in order to go to the front—a task

which is expected to keep him in Europe for a number of years, as the work of rehabilitation must go on long after the war is over—made necessary several changes in the Red Cross organization. Chief of these is the appointment of W. Frank Persons, of New York, as director general of civilian relief.

Mr. Persons has been with the Red Cross since February, organizing and directing the Red Cross supply service for collecting from all parts of the United States and distributing to the training camps, base hospitals and the troops at the front every sort of supplies and comforts [the SURVEY for April 14]. He entered the Red Cross service from the Charity Organization Society of New York city in which he was director of general work. His connection with the society dates from 1900. He is a graduate of Cornell College, Iowa, and of the Harvard Law School. As director general of civilian relief he will have charge of all forms of civilian relief undertaken by the Red Cross, including not only the work in Europe but in the United States. At the moment the Red Cross is in charge of relief work on a considerable scale following the recent tornadoes in the southern and middle western states. He is chairman of the section on The Family and the Community of the National Conference of Charities and Correction, meeting this week in Pittsburgh.

The Long Beach Conference

And Its Social Approach to Foreign Relations

Paul U. Kellogg

SOcial forces and considerations shot through the discussion at every session of the National Conference on Foreign Relations of the United States, held last week at Long Beach, L. I., under the auspices of the Academy of Political Science of the City of New York. But if this had not been so, the gathering itself would have warranted notice as a social phenomena. For here—the central core of the meeting—were from fifty to seventy-five newspaper editors and publishers from California and Texas and Louisiana, from the southern seaboard and New England, from the metropolitan press of the Central East and from the dailies of the Middle West. Beside them were magazine men, historians, economists, social workers, diplomats (especially from the South American republics and the Orient); spokesmen for Armenia, Greece, Bohemia, Ireland, Switzerland; Republicans, Democrats, Progressives and Socialists; professors of international law and international lawyers, labor leaders, officers of corporations active in international banking and foreign trade, and men who have represented the American government in international negotiations.

We have had notable professional conventions of political scientists and international lawyers in the past; the Mohonk and Clark University conferences have delved into foreign affairs; Pan-American gatherings have made us more and more conscious of the New World as something more than a map; peace organizations, especially since the outbreak of the European war, have drawn on hitherto unaroused reaches of public interest; and the recent missions from France, England and Italy have given color as never before to the rather drab conception in most men's minds of diplomatic relations. But these have all been fragmentary by comparison, both in the range of discussion and in the catholicity which drew into

these Long Beach meetings both the expert and the lay elements which will have to do with the molding of American policy and opinion. The purpose was solely one of exchange; no resolutions were passed. And the effort of the program committee was to break away from the more academic formulations of pre-war days to the dynamic issues which will engage public attention, and throw open the discussion to those who approach them from different angles.

Thus at the first morning session the clear preponderance of sentiment against the older secret forms of diplomacy and the quick recognition by lawyers and university men that the journalists were serving the whole people in their stand against an exaggerated censorship, were evidences not so much of mistrust of the administration, as self-assertion and determination to clear the ground for action by the very forces which have played so increasing a role in domestic affairs.

Here the lead was taken by Frederick Roy Martin, assistant manager of the Associated Press, who, on the basis of his personal experience with German, French and English censors since the war began, made a sweeping, destructive criticism of the censorship section of the espionage bill which was under debate in Congress as he spoke, and which had lost its last newspaper support in New York that morning. Nor was he lacking in American instances where misunderstanding had been needlessly provoked; for example, the wild rumors in Germany as to mistreatment of Germans in this country which ran their perilous course for four days while the naval censor at Sayville held up dispatches which told the truth.

He drove especially at the cabinet's attempt to stretch censorship from its legitimate sphere of military facts to cover comment, and from war operations to cover the discussion by the press of the objects of the war and the terms of peace.

Had the bill been passed as drafted, and had it been interpreted in line with the desires set forth by the Bureau of Information and Censorship in their memorandum to the press, such a conference as that at Long Beach would, he said, have been unlawful. Here, indeed, was one of the rare services of the conference—in its assembly of men and women who by no construction of the imagination could be classed as firebrands and meddlers, and who with deliberation and coolness staked off the claim of the public to discuss the grave questions of public policy which must be weighed and judged if public opinion is to resist a wrong settlement of the war or support a right one.

Housing reformers have visualized the fight against the white plague by imagining what the program of a Society for the Spread of Tuberculosis would be. It would hold fast to dark rooms and narrow airshafts; it would promote the construction of dumb-bell tenements and "lung blocks"; it would campaign for closed windows, for overwork and underfeeding. So, as was brought out in this discussion of publicists, a Society for the Perpetuation of War, or for the unnecessary prolongation of this one, would as its first task set out to keep the people of each nation from knowing how those of every other felt. It would snap the cables, cut off the posts, crush the free press, and spread on each side the most extreme utterances of anyone identified with the other side, so that each would be personified for the other in its worse representatives. Thus Berlin imperialists, in order to bolster up their hold on the people by spreading the dread of national annihilation, see to it that the most savage imperialistic wing of the English press circulates unhindered throughout the empire. And nothing would so make against cohesion among the allies as such misgivings concerning their mutual commitments in war aims as would be provoked by hindering the freest interchange of opinion not only among the governments but among the general public.

The topic of censorship fell in the first morning session, which was given over to the discussion of the need for better machinery in international negotiations. And Oscar S. Straus, former ambassador to Turkey, who was presiding, struck the keynote in suggesting as a better version, "The need of closer relationship between the machinery of diplomacy and the will of the people." As a foil to diplomacy carried on under "the cloak of secrecy and concealment," he maintained that the people through their chosen representatives should become a part and have a voice in making, confirming or rejecting their country's international engagements and policies. This, he argued, is only possible among democracies.

Those who spoke for the older methods—notably two diplomats, one from North and one from South America—unconsciously revealed their primary mistrust not only of democracy but of representative government, such as could scarcely fail to range them in opposition to the trend of the last twenty years in domestic affairs.

Mr. Straus quoted Treitschke as the most uncompromising opponent in his generation of democratic institutions in international relations; and identified German policy with the "original imperialistic conception to conquer whatever it can appropriate and hold whatever its power enables it to retain." President Butler held that when the doctrine that the state is superior to the rules and restrictions of moral conduct, or the view that to some one state is committed the hegemony of the world's affairs for the world's good, takes hold of the conviction and imagination of a great people, "an issue is presented that cannot be settled by vote in conference, that cannot be arbitrated by the wisest statesmen, and that cannot be determined by the findings of any court. The authority and value of each of these modes of procedure is challenged by the very

issue itself." What Dr. Butler advanced from the standpoint of "the international mind," Justice Hughes in his address at the opening session advanced from the standpoint of international law. "If the world is to be made safe for democracy it must be a world in which the nations recognize and maintain the supremacy of law," he said. "This war is in truth the negation of all law. No principle has been spared. Force derides treaties, dethrones law in the interest of expediency, and, defying God and man, resorts to unspeakable barbarities which mock the boasts of civilization."

At succeeding sessions, the fabric of law and agreement by which after the war the world might be organized to ensure peace, justice and democracy was discussed from various angles. Samuel T. Dutton spoke from the standpoint of the World Court League, and Hamilton Holt from that of the League to Enforce Peace. He held that its four-ply formula, hinging on joint compulsion upon any nation to bring its cause to conciliation or adjudication, is the one constructive proposal which has emerged since the outbreak of the great war. Alpheus H. Snow, of Washington, presented an original and comprehensive plan of international legislation and administration.

Prof. William I. Hull did not want to wait till the close of the war to set about creating what might be called spheres of civilization, but urged that the allies institute forthwith a joint commission to take over the administration of conquered areas. The Balkan commission had investigated atrocities and the abuses of military control after the war. Why not do it while the war is on? A joint commission charged with administering occupied territory in Asia Minor might, he argued, forestall military excesses, protect the inhabitants from exploitation carried on under shadow of the general preoccupation, set going the processes of relief and reconstruction, and afford a sounder basis for the transition after the close of the war.

Prof. John Bassett Moore of Columbia did much to extricate the minds of his hearers from the dilemma of choosing between a policy of leaving things at loose ends or of pinning their faith too implicitly upon legal clockwork as a surety for peace. Apparently he had less confidence in new forms than in restoring the full range of international issues to the sphere of conciliation and arbitration, which has been so cut down by treaty reservations in recent years as to render the breaches in The Hague undertakings more important than what remains. He showed the slow organic growth of international arbitration; argued on the one hand that it has met with increasing measure of success even in major causes and between the greatest powers; and on the other that the new proposals for international tribunals are not essentially different, and would in turn break down if the public will, rather than much machinery, is not enlisted.

Felix Adler carried the discussion to a further stage. Discounting any scheme of world organization which neglected the element of legislation, took over from the courts the process of law-making by precedent, and relied upon understandings framed by the representatives of governments as such, he championed a parliament of parliaments as essential to world organization, and wanted it a people's parliament. It should be made up, he urged, of delegations from each nation which would represent its primary social groups and interests, its farmers, its manufacturers and workers, its educators and scientists. Had there been such a body in existence in August, 1914, he claimed, there would have been no war, for the people did not want war, but were unable to get together except through artificial machinery of diplomacy. Security for the future lay in organizing the real forces at work

in the world in new contacts and channels for minding their business.

From this point on the sessions had to do with the forces—economic and social as well as national—at work in international relations, and their manifestation in given regions. It was a former judge who, in the program committee, put it down that developments in Russia were prophetic and that from now on organized labor in the different countries would have more to do with shaping issues than all the international lawyers combined.

Miss Addams interpreted the part of the unorganized masses as a conserving force for peace in the world's future. She spoke of the internationalism which manifests itself on every hand in settlement neighborhoods, in the mingling of workers of all races, and of the great migrations of wage-earners, not only as harvest hands in Europe, but the semi-annual ebb and flow between Italy and South America, by which, after garnering their own fields, the Italian workers go south in the northern winter in great bodies to do the work of Argentine. She spoke, also, of the high place which "bread labor," the nurture of growing things, holds among the sanctions of peasant folk the world over. The world's shortage of food has deepened this feeling and, together with the age-old instinct for craftsmanship and productive labor, makes the war seem a great interruption and personal wrong to simple minds. It enters into that recoil against war which is bound to assert itself in the ordering of the future.

Meyer London, the single socialist representative in Congress, sharply criticized the administration for blocking the sending of delegates to the Stockholm conference; and William English Walling, a leader in the protestants among American Socialists, outlined spiritedly what he called the Wilson-Kerenski peace terms. Throughout the sessions there was much approving application of the principles set forth by the President in his address to the Senate—principles of self-government, of respect for nationalities—weaker peoples as well as weaker nations—and the democratic organization of the world.

Prof. Stephen P. Duggan, whose excellent work as director made the conference a success, showed how the violation of the principle of nationality, especially by the dynastic and imperialistic builders of central Europe, had laid the seeds for this war.

Francis Hackett pointed out its exaggerations, whether on the part of a strong nation which overruns a weaker or on the part of a small nation which makes capital out of the difficulties of its neighbor to achieve its own ambitions; hence the suppressed nationality, with all its abuses and tension even under the hands of such an enlightened power as England.

The cases for Belgium, Greece, Ireland, Poland, Bohemia and Switzerland were put by various speakers from various angles, not as fixed parts of the program, but as spontaneous expressions from the floor. They were naturally conflicting but clarifying in this: They showed that it is a mistake to think the disentanglement of the European map in the day of settlement will be a simple matter, but that only in some international solution, broad enough at once to insure security to the great peoples as well as the small, can the settlement be free of weak spots which will prove its undoing.

S. R. Ratcliffe, American correspondent of the *Manchester Guardian*, interpreted British liberal opinion in a way which presaged a striking of hands among liberals throughout the allied countries, both in a fresh enunciation of war aims and in the final settlement. At the session on newer American concepts of international relationships, Prof. Henry R. Seager, who was presiding, raised the question whether the Russian

revolution and the entry of the United States into the war did not call for such a fresh statement of terms. And later, at an informal meeting, with Albert Shaw in the chair, fifty delegates, as individuals, signed a statement offered by Roger Babson, the statistician. It read:

Acclaiming the unselfish and constructive purposes set forth by the President as our objects in the war, and hailing the dispatch of our mission to the new Russian republic, which has overthrown the old Russian despotism and its policies of territorial aggrandizement, we express our eagerness as American citizens for a fresh statement of terms by all our allies which will again repudiate the spirit of autocracy, disclaim conquest, and will focus the liberal forces of all the nations on a democratic organization of the world.

An entire day was given up to the discussion of pan-American topics. The first session—that on the Caribbean states—was quick to provoke cleavages.

The glacier-like precision with which one after another we are taking over control of these little governments, the scattering of responsibility for this control among different departments of the government, and the lack of any public, known and supported policy toward the Caribbean were all brought out in the discussion. Oswald Garrison Villard, Albert Bushnell Hart and Moorfield Story all attacked our inconsistency in standing out for the rights of small nationalities abroad and overriding them to the south of us. Mr. Villard pointed out that we had developed no social policy to develop the people of the islands. And Professor Hart maintains that we run the risk both of doing injury to a culture and people different from our own, and of involving ourselves in problems of colonial administration over millions of aliens, to the detriment of our internal progress. The most original proposal was that of Prof. William R. Shepherd, who advocated the relinquishment by the three European governments concerned of their semi-circle of possessions from the Bermudas to Honduras, geographically and economically associated with the North American continent.

Midway between the "hands off" policy and the imperialists were those like Professor Brown of Princeton, who was author of a patriotic resolution in support of President Wilson's war program, but criticized his Mexican policy and his failure to recognize Huerta as leading to confusion and anarchy. He was for dealing with established governments, however established, and for effectively upholding American interests. The nation which holds a turbulent state to respect for the persons and property of outsiders is performing an international service.

Another trend was in the direction of internationalizing this service. Cyrus F. Wicker, formerly chargé d'affaires, Nicaragua, urged neutralization as the way out. Several speakers favored the encouragement of federation, and the further development of international courts and tribunals as the channels through which the United States could act in the Caribbean situation and preserve the good opinion of South America.

Space does not admit of an interpretation of later sessions on South America, in which diplomats of the various republics participated and at which the patronizing attitude, which regards the Latin-Americans as "feverish peoples" was exploded by Prof. Leo S. Rowe, secretary of the Mexican-American Commission of last summer. His address and that of Peter H. Goldsmith, director of the Pan-American Division of the American Association of International Conciliation, did much to restore perspective and to open up avenues of social, educational and scientific cooperation.

Similarly, the sessions on our relations with the Orient, which largely resolved themselves into a domestic question, temporarily and dangerously shelved, as to our treatment of oriental aliens, offered an opportunity for a reinterpretation

by Prof. Henry R. Mussey of Japanese social thought and makeup very different from that to be gained from war-scare headlines. With exception of two notable southern lawyers, the trend of sentiment was clearly toward exclusive federal control with respect to aliens, and exclusive federal jurisdiction in cases growing out of it. Hans von Kaltenborn, editorial writer on the Brooklyn *Eagle*, suggested creating an international commission to take up the common problems of the nations bordering the Pacific.

Nor is there space to follow the discussion at the last session of "property rights and trade rivalries as factors in international complications with special reference to investments and concessions," other than to point out that there was suggestion of another addition to the fabric of world organization—an international trade commission proposed by Prof. Overstreet, to take its place beside the International Postal

Union and the International Commission on Sanitation. There were frank exponents of the policy of economic exploitation, balanced off by the plea by Commissioner Frederick C. Howe for the social protection and development according to their own genius of backward peoples.

The proceedings of the conference are to be published in full in the *Proceedings* of the Academy. This summary is far from inclusive, but is perhaps sufficient to bring out the fact that at the time when the United States is putting its isolation behind it, when the American public is for the first time really staking its claim to the consideration of international relations, the opportunity before economists and social thinkers alike is to join in the process so that they shall not, as in so much of our internal affairs, be merely critics and adjusters of things established, but can share in laying the framework of a better day.

The Task of Civilian War Relief¹

VIII

NO matter how carefully the government selects its soldiers and sailors under the draft, there are sure to be taken for military service many men whose absence will mean a financial loss to their families that will have to be covered. For most such families the assignment of part of the enlisted men's pay or the grant of a separation allowance will, together with the earnings of other members of the family, meet the emergency. There will, however, be a large number of households which will need financial assistance in addition to what is paid to them by the government.

This must be supplied by the Civilian Relief Committee. Its task will be to make up the deficiency between the income of the family and its necessary expenditures. It must consider the resources and the standards of living of each family and adapt the allowance which it provides accordingly. For this purpose the budget method is invaluable.

Indeed, if any household is to manage its affairs economically and wisely, it must have a budget. A budget is a working plan for keeping a proper relationship between income and expenditure, a means of seeing that from its income a family obtains the things that its progress requires. Many people think that a budget is the keeping of household accounts. A family, however, may conduct ever so careful a record of its expenditures and still not follow a working plan. Similarly, a family without keeping an expense account may live according to a budget. A household budget may be what Scott Nearing calls an "unconscious budget," or it may be a statement set down in writing. Certainly, however, a budget will usually be of the greatest service when it is most clearly formulated, and that implies having it written.

It is well to ascertain first of all the present and prospective sources of the family's income. Presumably the government has made an assignment of pay. Perhaps it has also granted a separation allowance. Are any members of the household working? If the family has come to the attention of the Civilian Relief Committee because of the death of the wage-earner, is there any insurance? Did the man belong to a lodge,

a union, or a beneficial society which might be prepared to pay a regular allowance? Perhaps the church to which the family belongs may want to provide a stipend. Or perhaps the employer may have arranged to continue part of the man's wage when he went to the front. The relatives may wish to supplement the family's income if only to a small extent. All these possibilities should be taken into consideration by the civilian relief worker when she helps the family plan its budget.

In an article written at a time of rapidly changing prices it is undesirable to fix a minimum and a maximum expenditure for food, rent, fuel, and other items, even though such a statement might be suggestive to the civilian relief worker in planning allowances. This would be inadvisable, moreover, because of the great variation in living costs in various parts of the country. Besides the giving of a standard always tempts people to adhere to it instead of bearing in mind the individual needs of the family which they are trying to help. It is impossible to determine upon a certain amount of income and say that is what every family requires. In actual experience the tastes and habits of each family vary so greatly that unavoidably the household either spends more or spends less than the amount fixed.

It is to be expected that the civilian relief worker will do most of her work in the same town or in the same section of a town. Therefore, she will be able to learn what the standard of living in her neighborhood is, and to use it as an informal guide in the preparation of a budget. What is the budget of a thrifty family in the vicinity? What do the people of the neighborhood say it costs to live? What are the current prices in the local stores? What is the scale of rents?

With some knowledge of approximately what the living costs in the neighborhood are, the visitor will be prepared to help the family estimate its needs. Comparatively few families keep expense accounts. Fewer still have any adequate idea of how much money they spend in a year or a month for food or for clothing or the other necessities of life. They can, however, tell how much sugar and shoes, for example, are costing them and how much sugar they use in a week and how long a pair of shoes lasts. Indeed, the members of a family usually enjoy talking about specific costs of living even though they may not be able to estimate the total amount required for a well-considered budget.

¹ This article, the eighth of a series upon civilian relief, is based upon two lectures delivered by Emma A. Winslow, home economist of the New York Charity Organization Society, as part of the course upon civilian relief now being conducted in New York with the sanction of the American Red Cross by the New York School of Philanthropy. The articles are being written by Karl de Schweinitz, of the New York Charity Organization Society.

Social workers have found it helpful to inquire about the following items:

- I. Rent.
- II. Fuel and other housekeeping expenses—how much does the family pay a week for gas, coal, wood, oil, soap.
- III. Food. How much is spent a day for bread, milk, meat and vegetables; how much butter, sugar, cereal, fruit, tea and coffee is usually used during the week, and how much is expended for them.
- IV. Clothing. How much does the family pay for shoes, shoe repairs and stockings, and how frequently must these expenses be incurred for the different members of the family. In the course of the conversation the visitor is likely to learn how much clothing the family is obliged to purchase for itself and how much it has been accustomed to receive from friends and relatives. The visitor will thus obtain an estimate of the weekly clothing expenditures and the amount probably needed in the future for the purchase of outer and undergarments.
- V. Insurance, carfare, and so forth. How much must be spent weekly for insurance, carfare, lunch money, church contributions, and how much is reserved for spending money by the working members of the family.

Unless one understands the circumstances of the family, its problems and its standard of living, one is not likely to be able to adjust its income to fix its needs. Is it a family of adults or are there a number of children? Does the household include an old man or an old woman? Is there a delicate boy or girl in the home who must have special kinds of food and special forms of recreation? Has the family previously been living comfortably and adequately or is it undernourished by reason of privations which it has undergone? If there has been sickness or undernourishment, or if the family has been accustomed by reason of its nationality or its previous standard of living to a high-cost diet, the allowance for food must be generous in order that it will be adequate. The food cost of a family in which the woman goes out to work is usually higher than that of the family in which the woman has more time for buying and for the preparation of food.

Older and inactive people give their clothing less wear than children and able-bodied, active persons, and consequently need a smaller allowance for this item of expenditure. In families which have had insufficient or a very small income the expenditures of the woman for clothing are often pitifully low, especially if she does not go out to work. She is usually the last member of the family for whom clothing is purchased. In planning the budget the civilian relief worker should see that the woman as well as the children is provided with suitable garments for both house and for outside wear.

All families which are active church members make church contributions. It is only right that they should be enabled to continue them. Allowance must also be made for incidental expenditures for newspapers, medicines, recreation, and postage—particularly if the man is away from home in military or naval service. These and many other questions enter into the decision of how much money a family will require in addition to what it receives from the government.

Obviously, then, the first visit to the home is not the time to decide upon the amount of the allowance. If there is immediate need of food or rent, that need should be supplied, but the making of financial arrangements to continue for any period should not be undertaken until the visitor feels that she is well acquainted with the family.

On the other hand, a budget should not be considered as a permanent arrangement. The life of a family is constantly changing. A budget which might have proven to be adequate for six months might, in the seventh, become inappropriate because of a decrease or an increase in income or a decrease or an increase in the needs of the household. It will be wise, therefore, for the civilian relief worker to set down a statement of each of the budgets which from time to time she plans

for a family. These budget statements can be kept most conveniently upon a separate card filed with the rest of the case record.

Having planned the budget, the civilian relief worker should encourage the family to keep an account of its expenditures. This can be made a means of educating the household to a properly balanced expenditure. At the same time it will enable the visitor to make sure that her budget estimate has been sufficient for the needs of the home. An expense account is one way of helping the family to adjust itself to the new situation in which the departure of the man for military or naval service leaves it. The woman has probably been accustomed to depend upon what her husband gave her from time to time for her housekeeping expenses. The man has perhaps decided the amount of money to be used for the payment of rent and the other overhead expenses. The increased cost of living because of the war and the fact that some members of the family who had hitherto not been working may now have taken employment will complicate for the woman the apportionment of her income. A keeping of expenses will have a steadying influence. It will enable the woman to feel that she knows how her household management is meeting the changes in the circumstances of the family.

The kind of account book that has the greatest educational value is one in which the different items of household expenditures are indicated. A book that has been used successfully is one prepared by the American Home Economics Association, 1211 Cathedral street, Baltimore. It makes possible the keeping of a record of expenditures week by week. There are three principal accounts: house, food and personal. The house account is divided into three parts—rent or house payments, including taxes and house repairs; fuel, light, laundry and cleaning supplies, ice; house furnishing. The food account is arranged in six divisions according to nutritive requirement—1, meat, fish, eggs, milk, cheese, nuts, lentils, dried beans and peas; 2, fruit and vegetables; 3, flour, meal, rice, macaroni, breakfast food, cereals, bread, crackers; 4, butter, butterine, oil, lard, bacon, salt pork, etc.; 5, sugar, sirup, honey, molasses, candy, etc.; 6, tea, coffee, salt, spices, etc.

These divisions follow those suggested by the United States Department of Agriculture. Each of them should be represented each day in the diet of the family. The personal account includes clothing, carfare, lunch, health, recreation, education, insurance. Place has been provided for keeping separately the expenditures of six persons. Two pages of the book are allotted to each week. At the bottom of the second page is a space for a summary of the week's income and expenditures.

This book is being used successfully by a large number of families under the care of social agencies. It is a simple method of keeping accounts and, particularly because of the arrangement of the food account, is of help in assisting the family to maintain a balanced and healthful and at the same time economical diet. The introduction of the book explains how the accounts should be kept and tells something about the value of the different nutritive elements.

Perhaps the most important thing to remember in helping a family to plan and live according to a budget is not to supervise that family too closely. Allow the family to act upon its own initiative as much as possible. Let it develop responsibility. Perhaps, sometimes, it will make mistakes, but in the end it will be a stronger home if it has done its own thinking and planning. The use of an expense account is perhaps one of the best ways of advising in household administration without exercising a supervision which may make the family dependent upon the visitor instead of upon itself.



COMMON WELFARE

PROTEST OF THE UNITED MINE WORKERS

ON the coal supply depend munitions, transportation, war itself. Whatever brings about the heavy and continuous production of coal results in more efficient prosecution of the war.

Yet the Council of National Defense, in its recent appointments to the committee on coal production, has committed a blunder, it is felt, which may affect the committee's aim of raising to the maximum the coal output of America. The council has failed to place on the committee a single member of the United Coal Miners of America. On the other hand, it has appointed to represent the coal industry in Colorado, Montana, New Mexico, North Dakota, Oregon, Utah, Washington and Wyoming, J. F. Welborn, Rockefeller agent of the Colorado Fuel & Iron Company, and bitter opponent of the strikers in the Ludlow uprising. Moreover, F. S. Peabody, chairman of the committee on coal production, has issued a statement in which he urged "that the practice of moving miners from the mines of well-established, producing companies or communities to other districts be discouraged, as this practice creates a state of unrest and tends to decrease the total output of coal."

John P. White, president of the United Mine Workers of America, has protested to President Wilson and to the Council of National Defense for "placing the great coal areas of the nation at the dictation of the avowed enemies of union labor," and for failing to consult the workers who produce the coal in regard to the policies proposed by the committee. "A leading feature of these policies," writes Mr. White, "is the proposition that the mine workers shall not be free to work where they can produce the most coal and where they can advance the interests of the most capable and most humanitarian employers, but must stay chained to the service of the incapable, unfair and the unpatriotic exploiters of labor and of national resources if they happen once to be in such employment."

Mr. White also calls attention to the

fact that mine owners and workers in the central competitive field and the anthracite field have already offered joint committees of operatives and employes as auxiliaries to the Council of National Defense to direct the production of coal on a basis of mutual interest, confidence and efficiency.

"Our organization," Mr. White goes on to say, "spontaneously and with deep devotion, has pledged its membership to every service in defense of the nation, whether in the armies or in the mines. It has set aside for the period of national emergency its opposition to the militaristic spirit. It has subscribed to \$50,000 of the liberty loan bonds. . . . It is able and eager to double all records in the production and distribution of coal if it is given the necessary facilities and the right spirit of cooperation and help."

LABOR WINS

GOVERNOR WHITMAN has vetoed the Brown bill which would have empowered the New York State Industrial Commission to suspend provisions of the labor law in work directly or indirectly concerned with the prosecution of the war [the SURVEY, June 2]. In a memorandum, the governor explains that while it is of supreme importance that every man and woman should be willing to make every necessary sacrifice in this great war, the state must not permit its industrial population to have cause to feel that war burdens may rest most heavily upon the shoulders of people least able to bear them. "I am confident," declares the governor, "that no emergency can arise in this state at least before the next session of the legislature, which will justify the suspension of the laws passed in response to an overwhelming sentiment of our people for the protection of women and children compelled to labor for their daily bread."

The governor has signed, however, the second Brown bill permitting the employment of children in agricultural pursuits between April 1 and November 1. He argues that this bill in no way breaks down the child labor laws which at present allow employment in vacation time, but as never before authorizes superintendence for such vacation work.

NEW FEDERAL COMMITTEES ON MEDIATION

COMING to the aid of the federal Department of Labor in meeting the present great increase in the number of strikes throughout the country, the Committee on Labor of the Advisory Commission of the Council of National Defense is establishing local committees of mediation and conciliation of industrial disputes. Wage-earners, employers and the general public are to be represented on these local bodies, which will be appointed by Samuel Gompers, chairman of the Committee on Labor. The Committee on Mediation and Conciliation, formed as part of the Committee on Labor and headed by V. Everit Macy, of New York, has decided on the following cities as the ones in which the local committees shall first be created:

New York, Boston, Baltimore, St. Louis, Birmingham, Atlanta, Pittsburgh, New Haven or Bridgeport, Cleveland, Indianapolis, San Francisco, Portland or Seattle, Chicago, Philadelphia, Detroit, Salt Lake City, Denver, New Orleans, Kansas City, Louisville, St. Paul, Minneapolis.

In a letter announcing this decision Mr. Macy states that these local committees will have no government authority and the members are not expected to act as arbitrators. Their work will be confined to cooperation with the national, state and local authorities already authorized to act in case of industrial disputes.

The last annual report of the Department of Labor shows that during the three years and four months of separate existence of the department up to June 30, 1916, there were reported to it for mediation and conciliation a total of 296 industrial disputes, involving directly 268,313 persons. Of these disputes, 232 were adjusted, the settlement affecting directly 225,338 persons. During the eleven months since June 30, 1916, there have been reported to the department a total of 244 disputes, of which 131 have thus far been adjusted.

(Continued on page 244)

THE OPPORTUNITY BEFORE THE SURVEY THIS SUMMER

I. TO INTERPRET social work and needs in the fields to which it is historically committed, and which will have small attention in the general press.

- 1. Health.
- 2. Industry.
- 3. Relief and Livelihood.
- 4. Civics.
- 5. Education.
- 6. Crime.

1

II. TO INTERPRET the application of social technique and leadership to the civil activities paralleling military operations—such as relief and Red Cross work, the recreation commission, the medical and vocational work for invalided soldiers, the emergent social problems of garrison cities and a great number of other forms of emergent public service.

2

TO INTERPRET the movements for social control over food supplies, the encouragement of thrift and the conservation of wealth, all tending to maintain social fitness in the general civil population during the period of stress, and to free it from an overwhelming load of debt which will mortgage the social welfare of the future.

3

TO INTERPRET the efforts to conserve health and efficiency by maintaining labor standards and education.

4

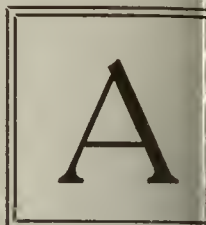
TO INTERPRET the work of settlements and other agencies to promote social fellowship, reduce racial animosities and hatred, advance national cohesion among our immigrant population; and prevent the breakdown of tolerance and personal liberty essential to normal democratic life.

5

TO INTERPRET the social aspects of the movements towards enduring peace and an international fabric which will prevent the recurrence of the miseries of war and make the world safe for democracy and secure for social progress.

6

TO INTERPRET the social undertakings of war relief, reconstruction and settlement, and the advances and experience in administration and legislation worked out under pressure of the war here and abroad.



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WARTIME SERVICE FUND

SURVEY ASSOCIATES, Inc.
112 East 19th Street, New York City.

Enclosed find \$ — as my contribution to the special fund of \$5,000 you are raising to enable the SURVEY to carry forward its program of emergent service this summer.

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ting of the Board of Directors of Survey Associates on 2, an appeal was authorized for a special Wartime Service enable the SURVEY to measure up to its responsibilities this by vigorously prosecuting the program here presented. ordinary years we publish slender issues during the summer and staff activities involving expense are at low ebb. To cost of paper (each leaf in the issue you hold in your hand it did last year) we had further curtailed our issue schedule point which makes it wholly inadequate to do justice to the y the war.

ings of war and military operations will absorb the news- al periodicals. The SURVEY should play a constant tion, interpretation and criticism on the wartime phases of ial phases of war activities. We have the staff and cooper- ore and more of national social organizations, which will h almost no extra overhead expense. We need money for raveling expenses to enable us to gather dependable infor- at camp centers and in industrial districts, and to keep in dwork and movements the country over. An investment rst-hand interpretation of the work of the Canadian Patri- rth ten times its cost.

operation with government and volunteer organizations, is at work upon a series of quick social problems, which will be published first as articles in the SURVEY, and next a tentative outline is published in the neighboring panel. So far as possible each in-

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iative, administrative, or other public programs and the programs of national organiza-

any community, of strikingly successful measures or actions?

o can a typical American urban or rural community help? How and where can public opinion take hold?

ment will present, in addition to the text, a bibliography of the best sources of in- tal agencies interested or engaged in measures covering the whole or any part of the

ished fortnightly in the SURVEY throughout the summer. roductory broad-gauge view of the fields outlined. But it k a week, and month to month follow-up of developments, es, accomplishments, which in time and money most RVEY'S staff, space and educational funds; which in the long ur service to social workers and thinkers the country over.

dr of the SURVEY, every cooperating subscriber and contribu- ipn on this emergent fund. Contributions from \$1 to \$1,000.

SURVEY PRINTS SERVICE SERIES

*To be published fortnightly in the Sur-
vey and reprinted in pamphlet form*

THE WARTIME RELIEF PROBLEM—as localized in every city and rural district from which soldiers with dependents leave for training camp or overseas service; the adjustment of individual workers and organizations to the Red Cross, state and government agencies, etc.

THE WARTIME HEALTH PROBLEM—as localized in every city and rural district in which incipient cases of tuberculosis, neurasthenia or other preventable and curable ills are revealed by the recruiting examinations; the utilization of government and private medical institutions and resources to prevent these cases from becoming chronic, to prevent spread of infection, etc.; their utilization in connection with the army and Red Cross medical service here and abroad; their subsequent utilization in the case of invalided men.

THE WARTIME RECREATION PROBLEM—as localized especially in the great camp centers; the utilization under the War Department of national social service agencies—the Y. M. C. A., American Playground Association, National Social Hygiene Association, etc.; the development of recreational facilities and health community activities in garrison towns, etc.

THE WARTIME CHILD WELFARE PROBLEM—as localized in every state legislature where ill-considered movements are on foot to break down child labor and compulsory education laws; and as localized in every schoolhouse and every agricultural district where social workers and educators can give direction to the training and conservation of childhood.

THE WARTIME LABOR CONSERVATION PROBLEM—as localized in every factory and industrial district, where, if English experience and the counsel of the leading national agencies in this field are to be heeded (such as the Consumers' League, the American Association for Labor Legislation and the Russell Sage Foundation), greater efficiency and greater output go with the conservation of scientific health standards.

THE WARTIME PROBLEM OF NEIGHBORHOOD RELATIONS—as localized in every tenement and industrial district, where immigrants of the different warring races are in residence and where new and delicate tasks of leadership and interpretation, in tolerance, fellowship and common understanding, fall to settlements, district offices and community centers.

THE WARTIME FOOD PROBLEM—as localized in every city and town; what the community and its leaders can do to aid the national legislative measures, soon to be enacted, to regulate the production, distribution and consumption of food stuffs, whether through actual participation in the administration of these measures, through local organizations, or through the creation of public opinion.

(Continued from page 241)

At the present rate of increase of industrial unrest, the total for this fiscal year is expected to be as great as for the three and one-third years preceding.

Nineteen men are constantly in the field as commissioners of conciliation for the department. Industries affected by "war work" are no more involved than are industries outside the munitions and supplies field. Wage contracts made one or two or three years ago are expiring, and the men are demanding increases in pay to meet the increased cost of the necessities of life. They want their wages calculated in food and fuel and clothing and shoes. Employers are, as a rule, pleading insufficient profits and a doubtful future. Ill feeling is reported between men and management in many factories where demands have been made that the standard of living of the workers shall be maintained by a raise in wages.

Mr. Macy says in his letter concerning the local committees on mediation and conciliation that

the members of our committee can be of the greatest service in obtaining a cordial reception for the government officials and in stimulating a fair-minded and patriotic attitude in the interest of national efficiency at a time when there may be friction between employers and employes.

It is of the utmost importance for the effective prosecution of the war that all industrial disputes be settled promptly and without the interruption of any industry. Under the prevailing abnormal conditions and owing to the many adjustments that will be necessitated by war conditions, all patriotic citizens must work together to minimize undue hardship to any individual or to any section of the community. . . . We need men who can keep a sound and broad point of view under trying, exasperating conditions.

Mr. Gompers, in a public statement in the *Official Bulletin* of May 28, on the value of the recent visit of labor spokesmen from Great Britain, says of the American situation:

Certain fundamental questions have required attention, one being the effort to maintain our present economic standards—legislative and otherwise—until such time as the Council of National Defense shall request the lowering thereof because essential to the maintenance of our democracy.

SECRETARY WILSON'S PLAN TO PREVENT STRIKES

INCIDENT to the investigation by a special committee of the United States Senate into the facts of the existing street railway strike in the city of Washington, Secretary of Labor Wilson has submitted to the committee the draft of a proposed bill providing for a United States Industrial Adjustment Commission, which shall act as an industrial court for all of the interstate carriers of the country as well as for the street railways of the District of Columbia. This commission would not have power to

prevent the dismissal of employes, either individually or collectively, nor the voluntary abandonment of employment by employes, either individually or collectively. In that sense it has not the power to prevent a lockout.

On the other hand, the bill does provide that the commission shall not only investigate industrial disputes involving these common carriers, but it shall pass judgment upon these disputes by the issuance of orders of adjustment. Moreover, "such order or orders shall specify the date, to be fixed by the commission, upon which they shall become operative, and shall thereafter have the same force and effect, both upon the employers and the wage-earners concerned, as would a contract made and executed by and between the same parties upon the same subject-matter and shall be so construed."

Machinery for the hearing of appeals from these orders is provided, through the federal district courts and circuit courts of appeals, but evasion of the terms of an order through separate agreement between employers and employes is forbidden.

Section 9 of the proposed bill reads:

That in the adjustment of wages and hours of service affecting wage-earners subject to the provisions of this act, all orders by the commission shall be just and reasonable and shall be based upon a workday of eight hours or less, and the commission may order extra pay for overtime, except that in street car service in the District of Columbia the commission shall have authority to determine the hours of labor. In each order the rates of wages, salaries, or compensation shall be established for the class or kind of work or labor performed, rather than for a particular individual who may be doing such work at the time the order is made, or subsequent thereto.

The bill was accompanied by a letter from Secretary Wilson to Senator Pittman, of Nevada, acting chairman of the Senate investigating committee, suggesting that the measure, "if enacted into law, will prevent strikes and lockouts by removing the motive, make progress possible without the use of such instrumentalities and at the same time conserve the rights and liberties of all persons concerned."

Secretary Wilson explains that the bill was originally drafted to deal with labor disputes on the great transportation systems, and was submitted to the heads of the House and Senate committees on interstate commerce last February, when the railroad eight-hour issue was threatening to lead to a strike. The only change made in the text has been the substitution of the word "adjustment" for "arbitration," and the inclusion of the street railways of the national capital within the scope of the bill. The letter says in part:

I have been opposed to compulsory arbitration because I did not believe that any

man or set of men should be compelled to work for the profit or convenience of any other man or set of men. All other objections are economic and incidental, although some of them are nevertheless serious.

All progress heretofore made by the wage-workers through their collective activities has been brought about by destroying the equities. To illustrate: The shorter work-day has not been obtained by reducing hours of labor from ten to eight per day in every part of the same industry or occupation at the same time. The object has been attained by grasping the opportunity existing in some locality to compel some particular employer or employers to concede a shorter work-day, and then utilizing the accomplishment as a leverage to force similar concessions from other employers. But in the meantime the competitive equality of the employer granting the shorter work-day has been destroyed.

In any system of arbitration the tendency is toward equalization with the highest existing standard for the workers as the ultimate basis upon which the equality should rest. With a continuing system of arbitration the lowest would in time be brought to an equal standard with the highest. When that point is reached the progress would be extremely slow, because the economic pressure would have to be sufficient to lift the entire load at once instead of lifting it a piece at a time, as the previous practice has been. In dealing with the railway situation, if the hours of labor are definitely placed upon an eight-hour basis or less, it would be one or two generations before there could possibly be any serious demand for change, and we might well leave the solution of that part of the problem to those who would have to deal with it at that time.

In any system of continuous arbitration the final protection of the wage-workers against unfair decisions would be the standard of living, which is flexible and may be raised or lowered and the workmen still live, while the employer would have as his final protection the clean-cut inflexible line between profit and loss, which he would be able to show definitely from his cost accounts. This would result in giving a greater measure of protection to the employers than to the employes against the possibility of unfair decisions.

The first objection cited involves a serious question of human liberty which no majority should have the right to invade. I realize, however, that when all the people are cut off from their food supply and starvation confronts them, they are not going to stop to consider whose rights are invaded or whose liberty is destroyed. They are going to find means of securing food. They will take the most direct road, whether that happens to be the right way or the wrong way. For that reason it would seem the part of wisdom to carefully work out the problem when no crisis exists with a view to conserving both the freedom of the workers and the food supply of the people. The other two objections are purely economic and may with perfect propriety be dealt with in such a manner as will best protect the general welfare.

These thoughts have been borne in mind in the preparation of the measure which I submit for your consideration. It is proposed to create a system by which nothing can be gained by striking. Other machinery is provided by which progress can be made. The worker is left free to work or not, individually or collectively, and the employers to dismiss their workmen individually or collectively, but the motive for strikes and lockouts is destroyed. I feel sure that with a measure of this character on the statute books strikes and lockouts would never occur over a sufficiently large area to seriously impair the transportation facilities of

THE SALOON DOING ITS BIT

Pictures taken near El Paso, Tex., during mobilization of troops on the Mexican border



WHEN the troops arrived at the border, the saloon shown above had two rooms in the rear for prostitutes. It was quickly mushroomed, as shown at the right, with a series of cribs, each housing a woman. Prostitutes swarmed to El Paso, near which city these pictures were taken, and to other parts of the backward Southwest which still tolerate segregated vice districts. The saloons welcomed them, as they did the troops. War prohibitionists are out for complete prohibition—not the high whiskey tax proposed in the Senate this week—as the best preventive of venereal disease in the army. They quote the British Royal Commission on Venereal Disease as noting “abundant evidence of the intimate relation between alcohol and venereal disease.”

the country, and the end would be reached, not by crushing the workers, but by giving them a different method of adjusting grievances. . . .

CENSORSHIP AS FINALLY ENACTED

REJECTING any press censorship by law by a vote of 184 to 144, the House on May 31 reversed its previous attitude on that issue and concurred in the decision already reached by the Senate. President Wilson's insistence upon some form of control of the press for the period of the war has failed to convince Congress that special legislation is required.

The clause in the conference report on the so-called espionage bill which was defeated in the House read:

Sec. 4. When the United States is at war, the publishing willfully of information with respect to the movement, numbers, description, or disposition of any of the armed forces of the United States in military or naval operations, or with respect to any of the works intended for the fortification or defense of any place, which information is useful to the enemy, is hereby prohibited; and the President may from time to time by proclamation declare the character of such above described information which in his

opinion is not useful to the enemy, and thereupon it shall be lawful to publish the same. In any prosecution hereunder the jury trying the cause shall determine not only whether the defendant did willfully publish such information, but also whether such information was of such character as to be useful to the enemy; provided, that nothing in this section shall be construed to limit or restrict any discussion, comment, or criticism of the acts or policies of the government or its representatives or the publication of the same, if such discussion, comment, or criticism does not disclose information herein prohibited.

Whoever violates this section shall, upon conviction thereof, be punished by a fine of not more than \$10,000 or by imprisonment for not more than five years, or both.

In the report of the House conferees on this section of the measure as agreed upon in conference, the explanation is made:

Section 4 as agreed to materially modified this section as it passed the House. It describes specifically the character of information useful to the enemy which shall not be published, and makes it unlawful to publish it. It leaves out the part that requires the President by proclamation to determine the character of information prohibited, and the existence of the national emergency, but authorizes the President, by proclamation, to declare the character of such prohibited information which is not useful to the enemy and thereupon makes it lawful to publish such information.

Chairman Webb, of the House conferees, pleading for the censorship, said in the debate which preceded its rejection:

Unless this House wants to put itself upon record as favoring the right of the newspapers to furnish and publish information as to the movement, numbers and disposition of the armed forces of the United States in time of war in a naval or military operation, which information is useful to the enemy, I think the House ought to support the amendment.

He specifically denied that the section would permit the suppression of either news or editorial discussion as to an embalm-beef scandal.

Representative Graham of Pennsylvania, who offered the motion to strike out the censorship section, held that the sections of the bill relating directly to espionage were sufficiently broad to cover any action on the part of any newspaper publisher which really constituted a willful publication of military or other information of benefit to the enemy. He argued that the language of the censorship section prohibited the publication of any news or the discussion of any fact with regard to the affairs of the armed forces of the nation, except to the degree that

the President should specifically permit such publication or discussion.

Despite the action of the House on the press censorship section proper, however, there remains in the conference report, under Title XII, this possible machinery of censorship, against which Representative Crosser of Ohio made ineffective protest:

Every letter, writing, circular, postal card, picture, print, engraving, photograph, newspaper, pamphlet, book, or other publication, matter, or thing, of any kind, in violation of any of the provisions of this act, or intended or calculated to induce, promote or further any of the acts or things by any provision of this act declared unlawful, is hereby declared to be non-mailable matter and shall not be conveyed in the mails or delivered from any post office or by any letter carrier; provided, that nothing in this act shall be so construed as to authorize any person other than an employe of the dead letter office, duly authorized thereto, or other person upon a search warrant authorized by law, to open any letter not addressed to himself.

And further:

Every letter, writing, circular, postal card, picture, print, engraving, photograph, newspaper, pamphlet, book, or other publication, matter, or thing, of any kind containing any matter advocating or urging treason, insurrection or forcible resistance to any law of the United States, is hereby declared to be unmailable.

Mr. Crosser contended that under this language the postmaster-general could bar any letter or newspaper from the mails, if it quoted an anti-war speech in Congress, on his own personal opinion that it was calculated to make men urge resistance to the law.

FOR DEMOCRACY AND TERMS OF PEACE

POPULARITY of the Russian revolution and unpopularity of the federal draft law shared favor at the first American Conference for Democracy and Terms of Peace, held in New York City last week, under the auspices of socialists, labor organizations, and the Emergency Peace Federation. About 1,000 delegates from forty-three states were in attendance.

At the final mass-meeting, which packed Madison Square Garden with 15,000 people and turned away several thousand more, the crowd cheered speaker after speaker, who urged that America join with "free Russia" in repudiating imperialistic purposes and clearing the way for peace negotiations on the basis of "no forcible annexations, no punitive indemnities, free development for all nationalities."

"Let us turn to our President," exhorted Rabbi Judah L. Magnes, chairman of the conference, "and adjure him to speak as the mouthpiece of the American people, to reaffirm his belief in a peace without victory, unequivocally to throw in the lot of the American democracy with that of Russia and bring a speedy, universal, democratic peace to the world."

The report of the platform committee, presented at a morning session by Morris Hillquit, who was recently refused a passport for the Socialist conference at Stockholm, placed the conference itself as well as the speakers on record in favor of the Russian peace platform and the immediate announcement of war aims in concrete and definite terms by the United States government.

The conference was not satisfied with "fighting for democracy." "Any people that are determined to have democracy can have it without war," said one speaker. "When Russia definitely decided to send the Czar packing, she did not wait for a victory over Germany to do so. . . . If the object of the war is to force democracy on Germany, regardless of the wishes of the German people, it will fail. And it will be undemocratic anyway to force democracy on those who do not want it. We should be told exactly what it is we want Germany to do in return for which we will make peace."

But while the conference demanded a more explicit definition of the democracy for which we are fighting abroad, it demanded even more clamorously the preservation of democracy at home. The break-down of labor standards and the assault upon free press, freedom of speech and freedom of assemblage, were scored as indications of the very Prussianism which America professes to be stamping out.

In an impassioned appeal for the maintenance of American liberties, Harry A. Weinberger, counsel of the American Legal Defense League, asserted that, "today men are being jailed for 'blocking traffic,' 'giving out circulars,' 'wearing buttons inscribed with 'Our rights but no war,' 'urging free speech or peace'—on the ground that all these things are disorderly conduct, tending to a breach of the peace. . . . If Christ gave out His Sermon on the Mount today, or Moses his ten commandments, each would go to the workhouse for six months."

But in spite of the assumption of autocratic powers everywhere, Gilbert Roe, New York attorney, reminded his hearers that until the first amendment to the constitution is repealed, citizens of the United States have a constitutional right to discuss every act and policy of the government, whether in war or peace, whether a tariff act or a draft act, whether a tax bill or a censorship bill.

Taking advantage of this right, the draft act was made the target of denunciation. It was assailed as un-American, undemocratic, even unconstitutional. Its repeal was advocated by many speakers. The conference pledged itself in a resolution "to work for the repeal of all laws for compulsory military training and compulsory service and to oppose the enactment of all such laws in the future."

The President's proclamation that the draft is "in no sense a conscription of the unwilling" was quoted as a reason for asking exemption, not alone for Quakers, but for all who refuse to kill their fellow men. The Rev. Norman M. Thomas classified conscientious objectors into two groups: first, objectors to this war who consisted mainly in young men of German descent who refused to bear arms against their kindred, and second, objectors to all war. Some of the latter would accept non-combatant service under military régime, others would accept alternative service of social value, such as the work of reconstruction, and still others would refuse all forms of conscription, arguing that any compulsory change of occupation in time of war is itself a military service. Dr. Thomas argued that of these conscientious objectors the last were "most heroic and most logical," but he pleaded for clemency and for moral, material and legal aid for all forms of conscientious objectors.

"Shall we," he asked, "betray our old American tradition—the tradition that this new hemisphere is the home of the exile for conscience sake, the home of pilgrims cast off in other countries, no doubt as 'slackers' or rebels against law?"

Resolutions were passed supporting all conscientious objectors and demanding that the exemption clause in the draft act be interpreted to cover all sincere objectors to war, whether or not they belong to a recognized religious organization.

Before the conference disbanded a permanent "people's council" of seven members, representing organized labor, socialism, peace and other sympathetic groups, was appointed. This executive council was instructed to present the resolutions passed by the conference to the President, to organize similar conferences in other cities and to create once a committee representing labor and peace forces in the United States to work in cooperation with the democratic forces of other countries, both during and after the war. The members are James Maurer, Judah L. Magnes, Emily Greene Balch, Morris Hillquit, Mary Ware Dennett, Amos Pinchot, A. C. Townley and Rebecca Shelley.

IMMIGRATION BURDENS ON THE STATES

PUBLIC support of dependent alien who are deportable under the federal immigration law is a serious and increasing problem for state government. The expense totals millions. The head tax of four dollars on each alien coming into the United States (increased to eight dollars under the new law effective May 1) was intended to meet the expenses of the immigration service and to reimburse state governments for the support of deportables. It is no longer

applied to either use. Instead, it has gone into the United States treasury, where it now constitutes a total of over eight millions of dollars. At the same time, reimbursements to the states for the care of persons who have gotten by the immigration officials illegally or who, within the law, have become undesirable since landing and therefore deportable, have been virtually cut off. The various boards and commissions in the separate states dealing with the federal bureau individually have been powerless to correct the palpable injustice of this situation.

But now the states are uniting. At the suggestion of Massachusetts, the governors of the states most vitally concerned have delegated the heads of their several departments of health, charity, prisons and the care of mental defectives to confer upon the problem, especially as affected by the new immigration law, and to interview the secretary of labor at Washington. The delegates have formed a permanent organization to be known as the Interstate Immigration Committee of State Department Heads. This committee is to be composed of each official head of the four departments in all the states of the union.

The committee contemplates uniform and complete understanding of the law and the rules for its application; identical record forms and a uniform practice in making claims against the federal government for reimbursement; a united voice in demanding all proper reimbursements for the care of deportable aliens, and united support of the federal Department of Labor in its requests for the necessary funds with which to carry out the letter and the spirit of the new law.

The committee is to hold a meeting at Pittsburgh June 12, after which a more detailed report will be made. The permanent chairman of the committee is Everett S. Elwood, secretary of the State Hospital Commission, New York; the permanent secretary is Robert W. Kelso, secretary, State Board of Charity, Massachusetts.

PUTTING THE PALISADES AT WORK

LAST year the commissioners of the New York and New Jersey Interstate Park on the Palisades, which flank the Hudson, decided to make that great natural park more accessible to the denizens of overcrowded New York by opening a summer camp in one part of it. By cooperation with the Association for Improving the Condition of the Poor and the *New York Globe*, it provided a camp for 429 children, selected for their need of open air, ample diet and medical supervision. The per capita cost of operating this camp was kept down to 49 cents a day. Yet a number of interesting experiments in dieting, graduated exercises and health régime were con-

ducted [see *Journal of the Outdoor Life*, March.]

On the basis of this experience, the commissioners this summer are starting an even more ambitious and novel plan. It has been shown that to make camping possible for wage-earning men and women and their children, to bring down costs to a minimum and yet to offer all possible facilities for health, comfort and a really good time, it is necessary to conduct camps on a fairly large scale. A number of municipalities, realizing this want, have organized large park camps outside the cities [the SURVEY for April 7]. But in these municipal camps it is difficult to arrange for the different needs and tastes of different groups; the family or a small group of families or friends is taken as the unit for which accommodation is provided as well as the individual, and apart from the common citizenship there are no recognized common interests among the campers.

In a great city, however, there are many organizations, large and small, which desire summer camps of their own—some for boy scouts or camp-fire girls, some for mothers with small children, some for needy children, some for groups of young people or adults who wish to spend their summer vacations together to further a common cause or enjoy a common sport or other pursuit. These groups either maintain permanent camps of their own or, at the beginning of the summer, search for a suitable locality and get together all the necessary equipment, buy their own stores, engage their own help, if any, draw their own rules. This, of course, entails much work, time, expenditure and talent of a particular kind—for successful camp organization makes serious demands on organizing ability, leadership, practical knowledge, and even rarer qualities. It is said that the camp leader must be so constituted that he can meet basest ingratitude with a smile and a word of cheer!

The commissioners of the Palisades Park have asked themselves whether, instead of themselves organizing a great camp, either for selected classes or for general use, they could not be of even greater public service by offering all the facilities now separately sought by individual groups of city dwellers and yet giving them individual and compact camp units of their own. Thus arose the idea of a centralized administration and commissariat for a number of camps spread over one of the most beautiful parks in the eastern states.

Standard buildings are being constructed throughout the park to accommodate groups of from twenty-five to several hundred persons. Each unit is provided with water connections and with toilet and waste disposal facilities, which will make it absolutely sanitary.

The purchase and preparation of food, on the other hand, the heaviest item of cost and labor, is centralized, and the food is sent out to each camp in insulated containers. The purchasing organization will also be placed at the disposal of individual camps—offering supplies at cost price—where for any reason they prefer to prepare their own food.

Camp equipage and utensils are standardized so that the best are offered at a moderate cost. Social and educational activities are coordinated by the engagement of itinerant story-tellers, plays, lectures, and the development of inter-camp recreations, such as hikes, games, meets, pageants and the like.

All these privileges, granted from year to year, are offered at a rental based on actual cost; all forms of exploitation for profit are rigorously excluded. Under this plan, it is possible for Y. M. C. A. branches, settlements, clubs, charitable agencies and associations of every kind to pursue their individual programs at a nominal cost, with assurance of the highest grade of comfort and efficiency, absence of worry and of excessive financial responsibility. They can keep themselves apart or fall in with a general program of recreation, guard all their individual privileges and enjoyments and yet take part in a general civic undertaking.

HOME DEFENSE NURSING PLANS

TWO sections of the New York Mayor's Committee on National Defense are studying the preparation of special nurses both for emergency duty as nurses' aides and as trained graduates for the responsible duties of the future. At the rate of 200 a month, trained nurses are now being called out for service in base hospitals and in the army and navy services. With a view to getting an immediate supply of recruits to fill the gaps in hospitals and training schools which result from such a demand, the women's committee on nursing is undertaking as its first and most important piece of work a survey of all the nursing resources in Greater New York. Then will follow the opening of a clearing bureau through which readjustments of trained and volunteer aid may be made.

Hospitals are being urged to increase the number of students in training as far as possible and to shorten the course for college women who enter for full training. The committee is making every endeavor to bring the urgent need of nursing work in institutions, social service and district nursing fields to the attention of high school and college graduates throughout the country.

The committee on medical and hospital facilities, another section of the mayor's committee, under the direction of Dr. S. S. Goldwater, is standardizing

the training of those volunteer workers who will be known as "nurses' aides." The committee found that the short course offered by the Red Cross was "simple and well thought out" and adapted to enable those who take the work to give a good deal of useful service. They intend to make some alteration in hours and theory and will add a moderate amount of practical procedure, increasing the period of practical work from 72 hours to 120 as a maximum.

The committee considers it of importance that these courses be under the direction of the National Red Cross rather than scattered among various small schools, for "in no other way can the volunteer nurses' aides be given the official recognition which will make them available for service when they may be most needed."

HOW A DOLLAR HAS SHRUNK IN DALLAS

DETAILED statistics on the upward sprint in the cost of living in Dallas, Tex., have been compiled by the Survey Committee of the Dallas Wage Commission appointed in February by Mayor Lindsley to determine what wage advance would be justified for city employes.

With the assistance of five students of economics from the Southern Methodist University as field workers, the Survey Committee secured records of the income and expenditures of fifty families for thirty days. Twenty-nine families were those of city employes, twenty-one of factory employes. In 34 per cent of the families the father's salary was less than sixty dollars a month.

The data secured showed that the average yearly salary of the fathers in the fifty families was \$814.56. The average yearly income brought in by mothers was \$30.72, by children \$51.60 and obtained from other sources \$65.95. Thus the average yearly income of the fifty families was estimated at \$962.83. This figure does not take into account time lost by wage-earners.

On the other hand, the average yearly expenditures reported by the group were \$1,134.55. Of this the largest amount (45.01 per cent of the total) was spent for food and the next largest (12.57 per cent of the total) for clothing. These two items, it was estimated, have risen in cost 45.1 per cent and 35.8 per cent, respectively, since 1914. In other words, 69 cents bought the same food in 1914 as \$1 buys now and 74 cents bought the same clothing in 1914 as \$1 buys now. Eighty cents, moreover, paid the same total expenses in 1914 as \$1 pays now.

The investigators accounted for the average year's deficit of the fifty families, \$171.72, by wage and chattel loans, aid from relatives, and accumulated debts. Only seventeen families acknowledged no debts.

From a cost of living table, compiled by Mary Gearing, of the University of Texas, the Survey Committee placed the lowest "bare existence" income for a family of five at \$747. However, the committee reported that this budget represents only the "borderland between bare existence and complete misery." The safe normal living cost for a family of five for a year was set by the Survey Committee at \$1,081.72 or \$156.72 more than the amount estimated to maintain a proper standard of living in New York city in 1907, by the Committee on Standards of Living of the New York State Conference of Charities and Correction.

COOPERATIVE DENTISTRY FOR GARMENT WORKERS

TOOOTHACHE is the latest evil to come under the inspection of the Joint Board of Sanitary Control of the Cloak, Suit, Dress and Waist industries in New York city. In May a dental clinic opened its doors at 31 Union Square under the auspices of the joint board, where garment workers may receive treatment from qualified dentists, under expert supervision by a board of consulting dentists.

The clinic does not guarantee to "extract teeth without pain," but it does guarantee not to extract exorbitant prices for the work done. No profits are to be made by anyone connected with the clinic. Charges (and the clinic will be run on an absolutely cash basis) will be based on cost. At the end of the year rebates will be given to each patient on the amount spent during the year, if any surplus is left in the treasury.

Nearly 20,000 workers have been examined during the past four years by the medical division of the Joint Board of Sanitary Control. These examinations disclosed that at least 50 per cent of the workers suffer from decayed and diseased teeth; that half neglect this important matter and suffer, as a result, from digestive, nervous and rheumatic disorders; and that each worker spends from \$5 to \$50 a year for dental work which is often worthless.

To offset these conditions, a dental clinic was proposed. Its establishment is in accordance with the principle on which the Joint Board of Sanitary Control itself was founded—that the best way to protect the workers is for the workers to protect themselves. By a clause in the famous protocol of September 2, 1910, after the big strike in the cloak and suit industry, the sanitary control of the cloak, suit and skirt trade was made a joint affair of unions and manufacturers through the organization of a board of supervision and inspection representing both sides. Later the dress and waist industry joined the movement, the Ladies' Waist and Dressmakers' Union as well as the Manufacturers'

Association sending two representatives each to the board. Dr. George M. Price has served as director of the joint board since it started.

At first "sanitary control" was limited to shop conditions, such as fire protection in buildings, safety and fire protection in shops and sanitation of factories. Later the activities of the board reached out to the workers themselves. Fire drills were held, educational lectures on health and safety were conducted, a first aid and nursing service was instituted and a medical division was organized to examine workers, arrange for medical attendance and take charge of tubercular members. The new dental clinic is thus in line with the plans undertaken by the board for conserving the health and strength of the workers in garment trades.

TO SURVEY THE ALIENS OF ST. LOUIS

THE Americanization Committee of the St. Louis Chamber of Commerce plans to coordinate all existing movements interested in Americanization in that city. Through the efforts of a speakers' bureau, composed of one hundred live public speakers, the committee will reach organization meetings of every type and character both in the English and foreign tongues.

To promote citizenship, the committee is urging the Board of Education to install a course in civics throughout grade and high school courses and in the higher institutions of learning. Similar efforts are being made among parochial and private schools. The Board of Education is also being urged to install three grades of English classes in night schools: for beginners; for those who understand English, but speak it imperfectly; for advanced students.

The committee is cooperating with the Industrial Department of the Y. M. C. A. in establishing English night classes in foreign colonies; shop talks and noon-hour talks are being promulgated; employers are being urged to give preference to naturalized citizens in promotion and employment over aliens.

To ascertain the status of foreigners in the city the committee will make a survey covering the following points: The present foreign population; the number of residents of direct foreign extraction (native-born children of foreign-born parents); number of unnaturalized foreigners of voting age; number eligible for naturalization; race and nationalities represented; percentage of illiteracy; number of non-English-speaking foreigners; number of foreigners employed in foreign commercial lines; number attending night and day citizenship classes; number possessing only first citizenship papers; number and description of colonies or segregated localities of foreign races or nationalities. When this

survey is completed it is planned to proceed along the same lines as did Detroit in Americanizing that city.

The amphitheater of Forest Park, with a seating capacity of 10,000, has been secured by the committee for a gigantic Fourth of July celebration to which foreigners will be specially invited. In years past the veterans of the Grand Army of the Republic have themselves made all arrangements for paying tribute to their departed comrades. This year the Americanization Committee plans to provide entertainment for the veterans, conveying them in automobiles on a sightseeing tour of the city, stopping at Forest Park, where lunch will be served, and then on to Jefferson Barracks.

THE PROTOCOL MEETING THE COST OF LIVING

PROOF of a protocol is in its workings. Through the protocol established after the garment strike in 1911 between the Amalgamated Garment Workers and Hart, Schaffner & Marx, the largest manufacturers of men's clothing in the world, 7,000 employes have obtained a quarter of a million dollars of increased wages to meet the rising price of bread and butter.

William O. Thompson, arbiter for the workers of Hart, Schaffner & Marx, in Chicago, announces that beginning June 1 cutters will receive a per capita increase in weekly wages of two dollars to three dollars, and that beginning July 1 a 10 per cent increase in weekly pay will be granted the tailors.

The award was made upon the application of the employes for higher wages to pay for the increased cost of living. Although the company was reluctant to meet the request at this time, arguing that it was a period of business uncertainty and expensive production, the Joint Board of Arbitration, established between the company and the Amalgamated Clothing Workers to arbitrate wage-difficulties, granted the increase.

The increase for the cutters will be so distributed that the lion's share will go to those receiving the lowest wages. Calculating roughly, those earning \$26 a week or more will be allowed \$2 additional; those earning less than \$26, \$3. Likewise certain piece-work problems will be adjusted. Instead of a flat rate of 52½ cents a cut for cutters, such hindrances to speedy production as bulky material, matching stripes, etc., will be taken into account. About 60 per cent of the employes affected by the change are women.

This is the second rise in wages obtained by arbitration by the Hart, Schaffner & Marx employes within a short time. Just a year ago a three-year compact, signed by firm and union, produced a reduction in hours from fifty-four to forty-nine and an

increase in wages of 10 per cent. The agreement provided, however, that in case of a general rise in wages or shortening of hours throughout the industry or other condition of a permanent nature, employes under the contract would be permitted to ask for more wages or shorter hours. This elasticity has once before been taken advantage of. A short time ago hours of labor were reduced from 49 to 48 per week to accord with the average working day of the clothing workers in New York, Baltimore and other cities.

The new wage arrangement is still another evidence of the quick and equitable settlement of grievances made possible by the protocol of 1911. This protocol provided for a preferential union shop, no cessation of work, a trade board consisting of a representative of each side with an impartial chairman for the adjustment of disputes and an arbitration board of three members, elected jointly by labor and capital, as a court of last resort.

RELENTLESS WAR AGAINST VICE IN CHICAGO

CHICAGO'S Committee of Fifteen which for four years has been vigorously following up the investigational work of the official Vice Commission, is one of the social agencies that shows no signs of relaxed energies under war conditions. Its initial survey of the situation following the state's attorney's spectacular raids on the segregated districts, disclosed 400 disorderly resorts with at least 2,000 inmates which managed to resume business after the districts were officially closed.

Publication of the names of the owners of these and other properties thus illicitly used led many of them to a thorough housecleaning. But when the injunction and abatement law was enacted two years ago, commercialized vice met what Chief Justice Olson, of the Municipal Court, declared to be its "Appomattox." Of 375 owners informally notified that their buildings were being used for immoral purposes, 310 took such action as to make it necessary to serve on only 65 others the legal notice of intention to apply for an injunction. Of the 65 thus notified, 50 acted so promptly that it was unnecessary to enjoin them. Of the 10 against whom injunctions were issued, 2 furnished bond for their guarantee to keep their property free from immorality, 1 tore down the house in which one of the most notorious resorts had long been sheltered, leaving only 7 to be proceeded against. Buildings containing more than 100 apartments have been demolished by their owners to avoid renting them for immoral purposes.

During the past four years 91 persons have been convicted of pandering on charges preferred by the committee. The fines imposed upon them aggregate \$32,-

492 and average more than \$350 per person. The prison terms to which 77 persons were sentenced aggregate more than 60 years and average more than 9 months per person. Today a house of ill-fame with 2 inmates arouses more opposition than did a resort harboring from 40 to 90 inmates four years ago. The committee asserts that there is no more vice in the residential districts now than there was when the segregated districts were tolerated and that the public conscience is so much more alert that disorderly resorts are more aggressively attacked and more promptly and continuously driven out or finally suppressed.

JOTTINGS

SIXTY young women are taking a course in civilian wartime social service under the Extension Division of the University of Wisconsin at Milwaukee, with the active cooperation, particularly in field work, of the Red Cross, the League of Patriotic Women, the Anti-Tuberculosis Association, the Associated Charities and the Central Council of Social Agencies.

THE new League for Democratic Control, 120 Boylston street, Boston, has established the *Forward* as its organ. No. 1, of eight pages, announces that publication will be "as opportunity offers" until Fall, when regular publication is expected. Stuart Chase is named first on an editorial board of five members. Those who pay a minimum membership of one dollar a year will receive the issues.

WISCONSIN is making extensive plans for distributing labor in agricultural regions. The State Council of Defense is appealing to all not otherwise engaged to help in the production of food. Cooperating with the State Industrial Commission and a farm labor specialist detailed by the Wisconsin State Department of Agriculture, each County Council of Defense is instructed to appoint a county labor agent who shall in turn appoint a local labor agent. Thus the industrial commission and the state farm labor agent, who are charged with supervising employment bureaus, will be kept informed by these agents of all surplus labor and all unfilled requests for labor in every region.

WOMEN trade unionists from England, France and Australia will attend the sixth biennial convention of the National Women's Trade Union League in Kansas City, Mo., this week. The English trade unionists look upon the convention as of such importance that they are sending as their delegate Mary Macarthur, secretary of the British Women's Trade Union League. Miss Macarthur is one of the women serving in the war councils of England. As a result of an interview granted by the queen in the early days of the war, Miss Macarthur was made chairman of the Central Committee on Women's Employment for England and Wales. The representative of the French-trade unionists will be Mme. G. Duchene, of Paris.

THE Equal Suffrage League, of St. Louis, has placed its secretary, Lucille Loweinstein,

at the disposal of the Food Conservation Committee, which has undertaken to teach the women of all classes how to conserve food. The public schools and social settlements are to be used as meeting places where women will be given lectures and demonstrations. This is one phase of the work of the Women's Central Committee on Food Conservation. The other phases are economic, which is to further the thrift garden idea along individual and communal lines; a speakers' bureau with Mrs. H. C. January, of the Consumers' League at the head, is to carry on educational work; a legislative committee to work for the enforcement of existing laws and ordinances as well as the furthering of new legislation that will aid in food conservation. The central committee is proud of its record of reducing the city garbage from 195 to 135 tons, with a decrease of 25 per cent in fatty substances.

MANY social organizations in Boston and Massachusetts have taken an advanced stand in favor of war prohibition. Among these are the Boston Social Union, representing settlements, the Boston Association for the Relief and Control of Tuberculosis, the Children's Aid Society, the Associated Charities and the following societies from Massachusetts cities and towns: Associated Charities of Newburyport, Quincy, Salem, Gloucester, Haverhill, Attleboro, Athol, Taunton, Worcester, and Fall River; the Milton Social Service League, Medford Visiting Nurse Association, Brookline Friendly Society, Lawrence City Mission, Waltham Social Service League, New Bedford Charity Organization Society and the Newton Welfare Bureau. These organizations took this position because of the large amount of food products consumed in the manufacture of distilled and fermented liquors, because of the necessity to protect the morals of young men in the army and navy, and because of the present need to develop national efficiency to its highest point.

NEW YORK is not the only state where working women and minors have been placed in danger by the war. The Connecticut legislature voted down a bill to forbid night work for women which has been endorsed by the State Labor Department, the Consumers' League and other social organizations. It also refused to raise the age at which children may go to work from fourteen to sixteen and defeated a bill to provide protection against occupational disease. In Pennsylvania, a bill is before the legislature authorizing the governor, upon request of the Council of National Defense, to suspend by proclamation, reductions relating to labor contained in any law of the commonwealth. Still another bill simply makes lawful for the duration of war the employment of women and minors for unlimited hours. Likewise, attempts are being made in the Pennsylvania legislature to emasculate the child labor law of 1915 by prohibiting the employment of children under fourteen only in dangerous employments, by permitting employment of children between fourteen and fifteen (instead of sixteen) provided the child attends school three hours instead of eight hours, and by increasing hours of labor for minors under sixteen.

HOUSE bill No. 685, sponsored by a Catholic member of the Illinois legislature, seeks to make the birth control law in that state as drastic as the New York act. State's Attorney Brundage, as reported in the SURVEY for May 5, in response to an inquiry by a group of Chicago physicians and social workers, expressed the opinion that physicians were at liberty in that state to give contraceptive advice. At the hearing on the proposed measure, Prof. James A. Field, of

the University of Chicago, and others appeared in opposition. In Pennsylvania, Rep. Isadore Stern, of Philadelphia, is responsible for the introduction of a bill which is probably more sweeping in its terms than any existing American statute. It provides a penalty of not less than \$250 and imprisonment for not less than three months for "any person who shall disseminate or impart or attempt to disseminate or impart information or knowledge tending to interfere with or diminish the birth of human beings in this commonwealth either by advertising or lecture or distribution or sale or circulation of written or printed matter or orally." Opposition is being organized by a group of influential Philadelphians and by the Birth Control League of Pittsburgh.

THAT feeble-mindedness is "an important phase of the unemployment problem as it exists on the Pacific coast" is the conclusion reached by Glenn R. Johnson, now on the staff of Columbia University, and formerly associated with Prof. Eleanor Rowland, Reed College, Oregon. Mr. Johnson tested the mentality of 107 destitute unemployed men picked at random from the unemployed in Portland during the unemployment season of 1914-15. The results are set forth at length in the *Journal of Delinquency*. Eighteen per cent tested below twelve years in mental age, 26 per cent below thirteen years, and 42 per cent below fourteen years. Taking all factors into consideration, Mr. Johnson inclines to the belief that about 21 per cent were high-grade morons. Since the number of known destitute unemployed men in Portland on April 15, 1915, was 3,600, the total number of feeble-minded was about 750. This, says Mr. Johnson, was somewhat greater than the Portland Vice Commission's minimum estimate of feeble-minded prostitutes in Portland. The number of men examined, he declares, is too few to justify extensive generalizations. He found also that organized charity cared for a larger proportion of feeble-minded than did the municipal lodging houses.

DISCUSSION of the effects which war may have on the loan business, at the ninth annual meeting of the National Federation of Remedial Loan Associations in Cincinnati, led to the adoption of a resolution to the effect that on loans made by remedial loan societies to men who are called to the colors and whose families are inadequately provided for, all interest shall be cancelled and the time of repayment of the loan indefinitely extended. Reports for the year showed 830,000 loans made for \$29,500,000, an increase over previous years. Satisfactory progress was reported in the organization of credit unions, of which there are now 34 in New York alone. The constitutionality of the small loan law has been upheld by the Supreme Court in Ohio, and by two of the lower courts in Pennsylvania. The bill, drafted by the Division of Remedial Loans of the Russell Sage Foundation, which provides for the license of lenders of sums of \$300 or less, and for the regulation of the business by a state authority, became law in Maine, New Hampshire and Indiana, and is pending in Illinois, having passed the House. Utah passed a law based on the New Jersey statute and Colorado another, limiting interest to 12 per cent a year, which was considered unsatisfactory. Hugh Cavanaugh, of Cincinnati, was elected chairman of the federation, and George E. Upson, of Utica, N. Y., secretary-treasurer.

THE Charities Committee of the St. Louis Chamber of Commerce has just issued the 1917 list of approved charities, 67 agencies having received endorsement. In addition to the committee's usual requisites of en-

dorsement the following four new requirements have been added, which will go into effect next year: 1, Social service organizations should not solicit funds outside of their usual budget without first submitting their plans to the committee for approval; 2, endorsed agencies must be members of the Central Council of Social Agencies; 3, charitable organizations must not solicit funds on public streets; 4, charities engaged in relief work should register their cases with the registration bureau and help pay for this service. The use of the service offered by the Charities Bureau of the Chamber of Commerce has grown each year. Recently the bureau investigated the operations of a so-called "war relief agency" under the name of the National Society for the Relief of Soldiers' and Sailors' Dependents. The originator planned to sell buttons each month on which were inscribed the name of the month and the words "Badge of Honor." Paid solicitors were placed on the streets and instructed to go from one end of the city to the other and dispose of the buttons at 10 cents each. A commission of 4 cents was allowed to solicitors; 30 per cent of the remaining 6 cents went to the promoter, and a portion of what remained went for overhead office expense. About one and a half cents was left for charitable purposes. The promoter was promptly convinced that St. Louis was not the place to carry on an undertaking of this sort and has since "sailed for another port."

ONE of the new fields of boys' work discussed at the recent eleventh annual conference of the Boys' Club Federation at Buffalo was The Boys' Club in the Industrial Plant. Delegates from a number of such plants took part. As to whether such clubs should be confined to employes of the company or enlarged to include sons and brothers of employes or even boys of the entire community, the consensus of opinion was in favor of the last plan, it being felt that the company had a distinct interest in all the boys inasmuch as they represent future employes. Vocational class work was advocated in addition to the regular program of club activities. Discussion as to whether this work should be conducted as a business proposition by the plant or as a philanthropy, was brought to an abrupt conclusion by the statement that the two are inseparable—it is good philanthropy to elevate the mental, moral, social and physical standards of the boys and bad business not to do so. Plants which have already introduced such work—notably the Larkin Company and the National Cash Register Company—reported that it secures the loyalty of the boy and permanence in his work for the company. Before the introduction of a boys' club it was reported in one plant that 75 per cent of boy employes changed in three months; after its establishment this was reduced to 15 per cent. The club makes the boys more efficient in their work, renders it easier to get other boys into the company's employ, and is conducive to character building, better health and general improvement in the life of the boy, all of which is permanently beneficial whether the boy remains with the company or not, it was reported. In addition to securing the loyalty of the boy, it also creates a loyalty in the parents, and it has actually been found that parents have refused larger wages in other cities where the plant did not have a boys' club connected with it. Thomas Chew was re-elected honorary president, William Edwin Hall president, Orison Swett Marden vice-president, Walter L. Worrall secretary, and Walter Seligman treasurer.

MASSACHUSETTS' General Court, led by Governor McCall, voted large appropri-

tions to equip the national guard, to provide for dependent families of soldiers and sailors, and for other war preparations. The old blue laws even, were amended in order to permit the tilling of gardens and farming on the Sabbath, in the campaign to increase the food supply. But social legislation in the session just closed, became, for the time being, a side issue. Among the measures defeated were the bill further limiting the working hours of women and children, the tour workers' bill decreasing the hours of labor in continuous industries, and a bill for a contributory system of annuities to provide against old age. At the beginning of the session popular attention was centered upon bills providing for a non-contributory system of old age pensions and for a contributory system of health insurance. The endorsement of Governor McCall was unable to save either proposal. But a new commission was appointed to study that subject and to report to the next General Court. A Bureau of Immigration consisting of five persons was established "to employ such methods, subject to existing laws, as, in its judgment, will tend to bring into sympathetic and mutually helpful relations the commonwealth and its residents of foreign origin, to protect immigrants from exploitation and abuse, to stimulate their acquirement of the English language, to develop their understanding of American government, institutions and ideals, and generally to promote their assimilation and naturalization." This is the fourth legislative session at which an effort has been made to have such a commission appointed since the report on immigration was made to the General Court three and a half years ago. Other legislation of note includes a bill providing that "pony licenses," allowing the delivery from the outside of liquors into no-license towns, shall be permissive. Hitherto the location of one such license in each town has been mandatory. The Massachusetts Commission on Probation was given power to make a study of methods of release and parole of prisoners from county jails and houses of correction, and to make a report of findings and recommendations to the next General Court.

TO What Extent Are Public and Private Relief Agencies Supplementing Low Wages?—an historic topic—was discussed before the New York City Conference of Charities and Corrections, by Harry L. Hopkins, executive secretary of the Board of Child Welfare, which administers widows' pensions in Greater New York. Inquiry disclosed, Mr. Hopkins said, the existence of a widespread belief that relief agencies do supplement wages with charity, thereby helping to keep wages down below the level which permits of an adequate family standard of living. He divided his inquiry into four questions. The first, Do relief agencies supplement the wages of a normal man with a normal family?—he answered with an unqualified no; the theory and practice of organized charity has, for many years, been against it. The second question, Do relief agencies under any circumstances supplement the wage of an able-bodied man?—he answered with a general no, qualified by the rather common practice of giving relief in cases of sickness, particularly of sick children, on the theory that greater social harm will result from improperly treated sickness than from relief. To the third question, Are allowances granted in larger amounts to families with wage-earning women and children than would be necessary were the wage-earners paid an adequate and fair wage?—his answer was that "the low wages of women and children are in some cases supplemented but earnest efforts are usually made to encourage the employer to pay a fair wage."

To the fourth question, Is there any reasonable proof that wages are adversely affected through the policy of relief societies?—his answer was no and he had, moreover, evidence to the contrary, as in the case of the visitors of his board who call upon the employers of underpaid widows and children and, failing to secure better pay for them, help their clients to secure other jobs. To the two chief means for increasing wages—organization of the workers in unions and interference by the state in the form of minimum wage laws—Mr. Hopkins believed the relief societies could make substantial contribution through their experience. "I believe there is enough information in the records of relief societies about the low wages paid to women and children to move public opinion forcibly," and he held that "the societies owe it to the people in need, for whom they are organized, to make every effort to secure a fair opportunity for them in the industrial field."

PERSONAL AND PROFESSIONAL

MINNIE V. TAYLOR, of the Martinsburg, W. Va., Social Service Union, is the new secretary of the Charity Organization Society in Williamsport, Pa.

W. J. NORTON, director of the Cincinnati Council of Social Agencies since 1913, has resigned to become director of the Detroit Associated Charities. He is succeeded in Cincinnati by his associate, C. M. Bookman.

GEORGE A. BELLAMY, headworker of Hiram House, Cleveland, has gone to San Antonio, Tex., in behalf of the training camp commission of the Council of National Defense. He will attempt to organize the community for wholesome conditions and recreation in and about the camp.

PROF. EDWARD A. ROSS, of the University of Wisconsin, is leaving shortly for Russia to make a study of social conditions, of the need for relief and community organization and to estimate the probabilities of emigration, for the American Institute of Social Service, New York city.

D. W. SPRINGER, secretary of the National Education Association, announces that despite a rumor to the contrary the annual meeting of the association will be held as planned at Portland, Ore., July 7-14. The program will be built around the subjects of preparedness, nationalism and patriotism. The United States deputy commissioner of naturalization has called a citizenship convention for the same time.

THE latest development in the National Council of Defense is the creation of a national statistical service, in charge of Frederick L. Hoffman, statistician of the Prudential Insurance Company. Foreseeing that grave social and economic problems will follow the war, this new committee on statistics and information will present regularly to the council and the public reports concerning the nation's health, physical and social well-being, sickness and accidents in industry and unemployment.

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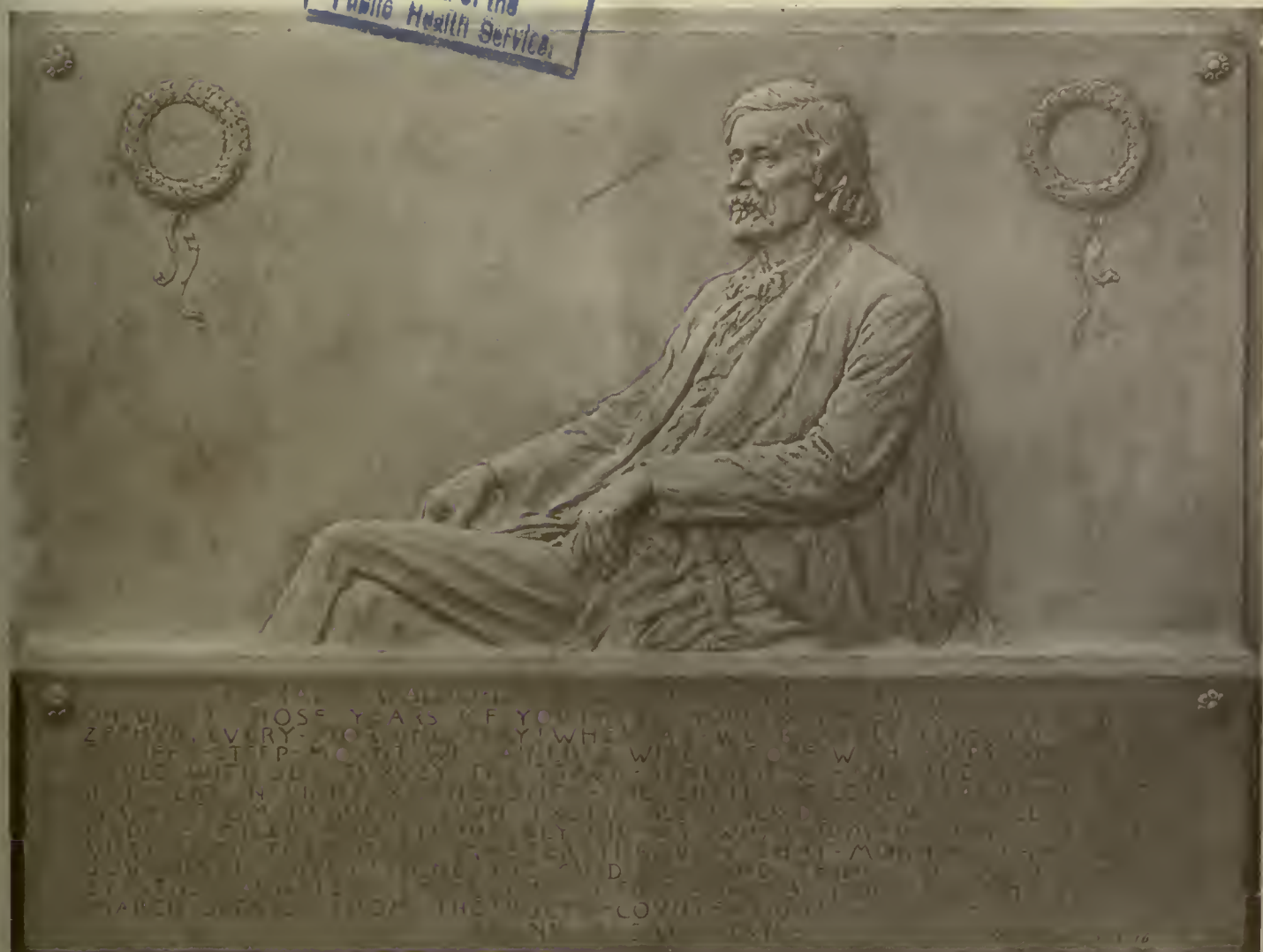
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- SUGGESTIONS FOR A SOCIAL PROGRAM FOR GREATER NEW YORK, with a directory of speakers on municipal problem. Department of Social Betterment, Brooklyn Bureau of Charities, 69 Schermerhorn street, Brooklyn.
- HISTORY OF THE UNIT PLAN. Outline of the Unit Plan. National Social Unit Organization, 621 Main street, Cincinnati.
- PETERSBURG, VA., ECONOMIC AND MUNICIPAL. By Leroy Hodges. Chamber of Commerce of Petersburg, Inc., Petersburg, Va.

EDUCATION

- KINDERGARTEN LEGISLATION. By Louise Schofield, editor, National Kindergarten Association; special collaborator, Bureau of Education. Bulletin, 1916, No. 45; Bureau of Education. 5 cents per copy from Superintendent of Documents, Government Printing Office, Washington, D. C.
- PINE-NEEDLE BASKETRY IN SCHOOLS. By William C. H. Hammel, Superintendent of City Schools, Greensboro, N. C. Bulletin, 1917, No. 3, Bureau of Education. 5 cents per copy from Superintendent of Documents, Government Printing Office, Washington, D. C.
- BUILDING NEW SCHOOLS FOR DAYTON'S CHILDREN. Reports on Dayton's School Administration, Number 1. Issued by the Dayton Bureau of Research.
- OBSERVE CHILD LABOR DAY IN 1917; January 27 and 28 in the churches; January 29 in the schools. Pamphlet 273. National Child Labor Committee, 105 E. 22 street, New York city.
- FARMWORK AND SCHOOLS IN KENTUCKY. By Edward N. Clopper. Reprinted from the Child Labor Bulletin, Vol. V, No. 4, February, 1917. National Child Labor Committee, 105 E. 22 street, New York city. Pamphlet 274, 10 cents.
- HOW ONE JUVENILE COURT HELPS TO MAKE CHILD LABOR LEGISLATION EFFECTIVE. By Mahel Brown Ellis, special agent, National Child Labor Committee. Reprinted from the Child Labor Bulletin, Vol. V, No. 4, February, 1917. National Child Labor Committee, 105 E. 22 street, New York city. Pamphlet 275, 5 cents.
- WHAT SHALL WE DO FOR THE CHILDREN IN TIME OF WAR? National Child Labor Committee, 105 East 22 street, New York city. Pamphlet 276.
- SAFEGUARDING CHILDHOOD IN PEACE AND WAR. By Owen R. Lovejoy. Address delivered at the Thirteenth Annual Conference on Child Labor, Baltimore. Reprinted from the Child Labor Bulletin, Vol. VI, No. 1, May, 1917. National Child Labor Committee, 105 E. 22 street, New York city. Pamphlet 278, 5 cents.
- FEDERAL AND STATE-AIDED VOCATIONAL EDUCATION. The National Society for the Promotion of Industrial Education, 140 West 42 street, New York city.
- THE DEVELOPMENT OF THE CHILDREN'S HOSPITAL AND SCHOOL, RANDALL'S ISLAND, NEW YORK. Secretary, Advisory Board for Randall's Island, Eleanor H. Johnson, 77 Irving place, New York city.

HEALTH

- MALARIA MOSQUITO SURVEY OF IRRIGATION AREAS IN THE MURRAY RIVER DISTRICT. By F. H. Taylor, F. E. S., Entomologist, Australian Institute of Tropical Medicine. Quarantine Service Publication No. 12. Albert J. Mullett, Government Printer, Melbourne.
- THE BENEFICIAL RESULTS OF PRENATAL WORK. By Michael M. Davis, Jr. Reprinted from the Boston *Medical and Surgical Journal*, Jan. 4, 1917.
- FOOD ALLOWANCES FOR HEALTHY CHILDREN. By Lucy H. Gillett. Publication No. 115 of the Bureau of Food Supply, Association for Improving the Condition of the Poor, 105 East 22 street, New York city. 10 cents.
- FACTS AND FALLACIES OF COMPULSORY HEALTH INSURANCE. By Frederick L. Hoffman, Statistician, Prudential Insurance Co., Newark, N. J. An address read in part before the section on social and economic science of the American Association for the Advancement of Science, Dec. 28, 1916, and the National Civic Federation, January 22, 1917.
- RECORD OF COMPLETED CASES OF TUBERCULOSIS AT THE UNITED STATES ARMY GENERAL HOSPITAL, FORT BAYARD, N. M. Government Printing Office, Washington, D. C.
- EPILEPSY. New York Committee on Feeble-Mindedness, 105 East 22 street, New York city.
- HOW TWO THOUSAND DETROIT MOTHERS WERE CARED FOR IN CHILD BIRTH. Detroit Home Nursing Association, 74 Edmund place, Detroit, Mich.
- TRANSACTIONS OF A SPECIAL CONFERENCE OF STATE AND TERRITORIAL HEALTH OFFICERS WITH THE U. S. PUBLIC HEALTH SERVICE, FOR THE CONSIDERATION OF THE PREVENTION OF THE SPREAD OF

- POLIOMYELITIS. 15 cents. Government Printing Office, Washington.
- TREATMENT OF HAND INFECTIONS FROM AN ECONOMIC VIEWPOINT, by Harry E. Mock, M.D.; reprint from *Surgery, Gynecology, and Obstetrics*. INDUSTRIAL MEDICINE AND SURGERY: THE NEW SPECIALTY, by Harry E. Mock, M.D. American Medical Association, 535 North Dearborn street, Chicago.
- METHODS OF INVESTIGATION IN SOCIAL AND HEALTH PROBLEMS. Papers by Donald Armstrong, Franz Schneider, Jr., Louis I. Dublin. 20 cents. Department of Surveys and Exhibits, Russell Sage Foundation, 130 East 22 street, New York street.
- THE FRAMINGHAM HEALTH AND TUBERCULOSIS DEMONSTRATION. By Donald B. Armstrong, Framingham, Mass. Reprint from *Boston Medical and Surgical Journal*.
- THE SANITATION OF PUBLIC MARKETS. By Donald B. Armstrong. American Medical Association, 535 North Dearborn street, Chicago.
- PREVENTING TUBERCULOSIS IN NEW YORK CITY. STUDIES IN VOCATIONAL DISEASES. THE EFFECT OF GAS-HEATED APPLIANCES UPON THE AIR OF WORKSHOPS. By Charles Weisman. Treasury Department. United States Public Health Service, 15 cents. Government Printing Office, Washington, D. C.
- MEASURING THE LIFE LINE. Cincinnati Anti-Tuberculosis League, 209 West 12 street, Cincinnati.

INDUSTRY

- INDUSTRIAL DISPUTES AND THE CANADIAN ACT. Facts about nine years' experience with compulsory investigation in Canada. By Ben M. Selekmán. Reprinted from *The Survey*, March 31, 1917, by the Division of Industrial Studies, Russell Sage Foundation, 130 East 22 street, New York city. 20 cents.
- HOURS, FATIGUE AND HEALTH IN BRITISH MUNITION FACTORIES. Bulletin of the United States Bureau of Labor Statistics, Whole Number 221; Industrial Accidents and Hygiene Series, No. 15. 15 cents per copy from the Superintendent of Documents, Government Printing Office, Washington.
- CAUSES OF DEATH BY OCCUPATION. Bulletin of the United States Bureau of Labor Statistics, Whole Number 207. Industrial Accidents and Hygiene Series, No. 11. 10 cents per copy from the Superintendent of Documents, Government Printing Office, Washington.
- REPORT OF SURVEY COMMITTEE TO THE DALLAS WAGE COMMISSION and submitted by them to the Honorable Mayor and Board of Commissioners of the City of Dallas, April 25, 1917.
- THE HANDLING OF MEN. By W. A. Grieves. Executives' Club, Detroit Board of Commerce.
- HOW TO REDUCE LABOR TURNOVER. By Boyd Fisher. 25 cents. Executives' Club, Detroit, Mich.
- THE WEAK SPOTS IN CHILD WELFARE LAWS. 5 cents. Child Labor in Your State, a study outline, with a program for a child labor meeting. 5 cents. Enforcement of Child Labor Laws. By Florence I. Taylor. 5 cents. Street Trade Regulation, by Edward N. Clopper. 5 cents. More Education Pays. 10 cents. National Child Labor Committee, 105 East 22 street, New York city.
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- A BRIEF SUMMARY OF INVESTIGATION AND INQUIRIES made between the years of 1905 and 1915 by government and private agencies into typical industries prevalent in the State of New York and affording work to large numbers of women. Council of Jewish Women, Department of Immigrant Aid, Helen Winkler, 242 East Broadway, New York city.

INTERNATIONAL

- CONCERNING CONSCRIPTION; the experience of England, Canada, Australia and the United States with Volunteer and Conscript Armies. American Union Against Militarism, Munsey Bldg., Washington.
- OFFICIAL DOCUMENTS LOOKING TOWARD PEACE, Series I. Published by American Association for International Conciliation, 407 W. 117 street, New York city.
- THE U. S. AND CUBA; a dangerous policy. By John Willis Slaughter. Reprinted from *The Public*. Joseph Pels International Commission, 122 East 37 street, New York city.
- CONSTITUTIONAL GOVERNMENT FOR RUSSIA. By Paul Milyoukov; foreword by Prof. Samuel N. Harper. A reprint. *The Civic Forum*, 23 West 44 street, New York city.
- THE ITALIAN-AMERICAN (a type of American). By John H. Mariano. Published by Italian Intercollegiate Association, Hester and Elizabeth streets, New York city. 10 cents.
- THE WORLD WAR AND THE PRINCIPLE OF NATIONALITY. By Theodore Ruysssen; translated by John Mez. No. 109. American Association for International Conciliation, 407 W. 117 street, New York city.
- WHAT IS A NATIONALITY? Part II. By Theodore Ruysssen; translated by John Mez. No. 112. American Association for International Conciliation, 407 W. 117 street, New York city.
- SUGGESTIONS FOR WORK IN WAR TIME. Submitted

- by Chicago Branch, Woman's Peace Party, 116 South Michigan avenue, Chicago.
- A PROGRAM DURING WAR TIME. Published by Woman's Peace Party, 116 S. Michigan avenue, Chicago.
- BIOLOGY AND WAR. By Jacques Loeb. Rockefeller Institute for Medical Research, New York city. Reprint from *Science*.
- WHY DO WE WAIT? A Plea for Humanity. By A. M. Kraan, 461 Produce Exchange, New York city.
- RUSSIAN UNION OF ZEMSTVOS, a brief report of the union's activities during the war with an introductory note by Prince G. E. Lvov. 1 shilling. London Committee of the Russian Union of Zemstvos, Bank Building, Kingsway, London, W. C.
- BOHEMIA'S CLAIM TO INDEPENDENCE. By Charles Pergles. Bohemian National Alliance of America, 3039 West 26 street, Chicago.
- THE CONSTITUTIONALIST GOVERNMENT CONFRONTED WITH THE SANITARY AND EDUCATIONAL PROBLEMS OF MEXICO, by Alberto J. Pani. A Star of Hope for Mexico, by Charles William Dabney; 5 cents. A Reconstructive Policy in Mexico, by M. C. Rolland; 5 cents. Latin American News Association, 1400 Broadway, New York city.

LIVELIHOOD

- FEDERATION FROM A PRACTICAL VIEWPOINT. By Max Ahelman, executive secretary, Brooklyn Federation of Jewish Charities, 732 Flushing avenue, Brooklyn, N. Y.
- RELIEF OF DEPENDENT FAMILIES OF SOLDIERS AND SAILORS (Outline of organization). A R C 163. Department of Civilian Relief, American Red Cross, Washington.
- A SURVEY OF THE EXTENT, FINANCIAL, AND SOCIAL COST OF DESERTION AND ARTIFICIALLY BROKEN HOMES IN KANSAS CITY, Mo., during the year 1915. By Eva M. Marquis, Board of Public Welfare, Kansas City.
- REPORT OF THE SOCIAL INSURANCE COMMISSION OF THE STATE OF CALIFORNIA. California State Printing Office, Sacramento.
- ADDRESSES AND PAPERS ON INSURANCE. By Rufus M. Potts, insurance superintendent, state of Illinois, Springfield.
- THE CHILDREN'S FOOD. By Mary Swartz Rose. 5 cents. Home Economic Committee, National Special Aid Society, 259 Fifth avenue, New York city.
- NEW LAWS FOR MINNESOTA CHILDREN. By Edward E. Waite, Minnesota Child Welfare Commission, Minneapolis.
- REPORT OF A SPECIAL INQUIRY RELATIVE TO AGED AND DEPENDENT PERSONS IN MASSACHUSETTS. Commonwealth of Massachusetts, Bureau of Statistics, R. K. Conant, 6 Beacon street, Boston.
- COLONY CARE FOR THE FEEBLEMINDED. 5 cents; fifty or more, 3 cents per copy. Committee on Provision for the Feeble-minded, 702 Empire building, Philadelphia.
- PRELIMINARY REPORT OF COMMISSION TO INVESTIGATE PUBLIC RELIEF. B. P. Merrick, 516 Michigan Trust building, Grand Rapids, Mich.

MISCELLANEOUS

- THE LIBERTY LOAN; ITS ECONOMIC STATUS AND EFFECTS. By F. A. Vanderlip, president National City Bank of New York. National City Company, National City Bank building, New York city.
- CITY GARDENS. By Henry Griscom Parsons, of the New York Garden School of the New York Botanical Garden, Bronx Park. Series 1; No. 10. New York Division of Intelligence and Publicity of Columbia University. \$3 a hundred.
- THE FOOD SUPPLY AND THE HUMAN SUBMARINE. By Henry W. Farnam, professor of economics, Yale University.
- THE CRISIS OF DEMOCRACY. Speech by John Collier, president of the National Community Center Conference, Chicago, April 17, 1917; 70 Fifth avenue, New York city.
- A SOCIOLOGICAL REVERIE. Presidential address as president of the Sociological Club, Sioux City. By Rabbi Emanuel Sternheim, 318 Fourteenth street, Sioux City, Iowa.
- THE MEXICAN CONSTITUTION OF 1917 COMPARED WITH THE CONSTITUTION OF 1857. Translated and arranged by H. N. Branch, LL.B., with a foreword by L. S. Rowe, Ph.D., LL.D. Supplement to the *Annals*, May, 1917. American Academy of Political and Social Science, Philadelphia.

BOOKS RECEIVED

- FOOD FOR THE WORKER. By Frances Stern and Gertrude T. Spitz. Whitcomb & Barrows. 131 pp. Price \$1; by mail of the SURVEY, \$1.00.
- THE RUSSIANS: AN INTERPRETATION. By Richardson Wright. Frederick A. Stokes Co. 288 pp. Price \$1.50; by mail of the SURVEY, \$1.65.

(Continued on inside back cover)

CONTRIBUTED ARTICLE

The National Conference of Social Work - - - ARTHUR P. KELLOGG 253

COMMON WELFARE

State Compensation Laws Reviewed - - - - - 259
 Chicago's Public School Tangle - - - - - 259
 Federal Budget Cuts Affecting Labor - - - - - 260
 Opening the Red Cross Campaign - - - - - 261
 Red Cross Course for Civilian Relief - - - - - 261
 Hospital Care for the Sailors - - - - - 261
 County Jails Contrasted in Two States - - - - - 262
 Danbury Hatters' Homes Placed on Sale - - - - - 262
 Demand and Supply in the Labor Market - - - - - 262
 Growth of Proportional Representation - - - - - 263
 A Wartime "Bit" for the Feeble-minded - - - - - 263

CONFERENCES

Societies for Organizing Charity - - - - - 264
 National Probation Association - - - - - 264
 Social Workers and Radical Ideas - - - - - 265
 National Federation of Settlements - - - - - 265
 National Association of Jewish Social Workers - - - - - 265
 American Medicine for Prohibition - - - - - 266
 National Children's Home Society - - - - - 266

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MR. BRENNER'S bas-relief portrait of Frank B. Sanborn, reproduced on the cover of this issue of the SURVEY, is timely this last week of the National Conference of Charities and Correction, which he helped to found. The conference, like one of Sanborn's friends, "goes marching on" under its new name of National Conference of Social Work.

EXCEPT the army and the navy, organized social work is, of all our institutions, most quickly touched by war. Above its usual duties, which will not grow less, and beyond its new obligations, which spring up over night, it must face the greatest difficulty financing itself while the war relief funds clamor for their necessary millions. Yet in the presidential speech by Frederic Almy, and throughout the forty-eight sessions of the past week, a strongly optimistic note prevailed. And the conference voted unanimously for war prohibition with an extra dry year thrown in for good measure. Page 253.

CONGRESS, with one hand, created the new woman's division of the Department of Labor, and with the other withheld any appropriation to give it life. The mediation service has been crippled by reducing the number of men employed. And the federal employment service is cut down. Page 260.

ONE gift of a million dollars, conditional upon the securing of twenty-four others of the same size, has been made to the Red Cross to start its campaign for a hundred millions. Plans and reading courses for the training of civilian relief workers have been given out by the Red Cross. Page 261.

INDIANA'S state farm for misdemeanants has lived up to expectations in actually emptying the county jails of short-term prisoners, leaving them to serve only as places of detention for those arrested but not yet tried. Page 262.

DANBURY workmen are having their homes sold out from under them by court order—the final legal step in the long and famous boycott suits of the hatters. Page 262.

ANYONE who comes under the workmen's compensation laws wants to pick out the place where he has an accident. The varying state laws put a heavy penalty on the employes of a firm in one state as against their fellow employes across the border. Page 259.

CONFERENCES galore were held last week at Pittsburgh. Settlement folk, in spite of the leadership in pacifism which has come from their ranks, voted themselves at one with the nation in the war, but they stood out stoutly for the fundamental forms of freedom threatened in war time, "in order that we may not lose the very soul of democracy in undertaking its defense." The societies for organizing charity came out for war prohibition and urged all relief societies to follow their example as they have followed the example of the Massachusetts societies. The American Medical Association testified, through Dr. Mayo, that medicine no longer has any use for alcohol. The National Children's Aid Society added the word "welfare" to its title and invited into membership all who are interested in child welfare. The Jewish Social Workers have put a field service into successful operation. The National Probation Association came out for a family court to do in an orderly way what children's and domestic relations and other similar courts now do piecemeal. Pages 264-266.

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JOTTINGS

DURING 1916 the typhoid death-rate for the state as a whole, city and country, reached the lowest figure that Massachusetts has ever known, according to the latest bulletin of the State Department of Health, being only 4.5 per 100,000. Decrease is said to have been achieved primarily by the prevention of sewage pollution of public and private water supplies, as well as the closer inspection of dairies, the pasteurization of milk, investigation of causes of outbreaks of disease and the detection of carriers. Typhoid vaccine is now being extensively used by physicians as a prophylactic.

THE Parliamentary Land Settlement Committee for Scotland, appointed last fall under the chairmanship of William Young, M. P., in its report recommends closer settlement by the development of small holdings, use of military huts when no longer required for war purposes to provide temporary housing accommodation during the period of settlement, immediate use of German war prisoners for the development of small holding colonies. The general purpose of rural regeneration in Scotland is stated to be to compensate for the drain of pre-war rural depopulation; to add to the defensive manpower of the country; to bring back into cultivation the immense areas of cultivable land in the country at present uncultivated; and to add to the home-grown food supply in view of the present extreme dependence of the country on supplies from abroad.

PROBABLY the Charity Organization Society of Salt Lake City is the only one in the world which has upon its board not only Protestants, Catholics and Jews, but also Mormons. An apostle of the Mormon church has accepted full-fledged board responsibility, and other Mormons are serving upon it and upon committees of the society as well as on its staff and as volunteer workers. The work which has been done by the society in the last year under the general secretary, W. J. Deeney, has led to a closer working together of all of the religious elements of this city, whose religious lines of demarcation are more pronounced than in most American communities. A unique piece of cooperation is that with the Mormon hishops and woman's societies in the Mormon church. The hishops are unpaid officials, charged with responsibility in all things pertaining to the church in their respective districts. There are, for example, a considerable number of hishops in Salt Lake City alone. They may be business or professional men or artisans or what not. Whatever else they may be, they are real leaders in their different sections. Among the duties which the church has placed upon them is that of charitable relief, the relief being collected in a most systematic way through the churches, and accounted for in the great central offices in Salt Lake City. The hishops, having not only church affairs, but their own businesses to attend to, are pretty busy people. A number of them, therefore, have welcomed the presence of the society for the supplementary investigations which it could make, and the planning which it could work out with them.

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FRANK B. SANBORN

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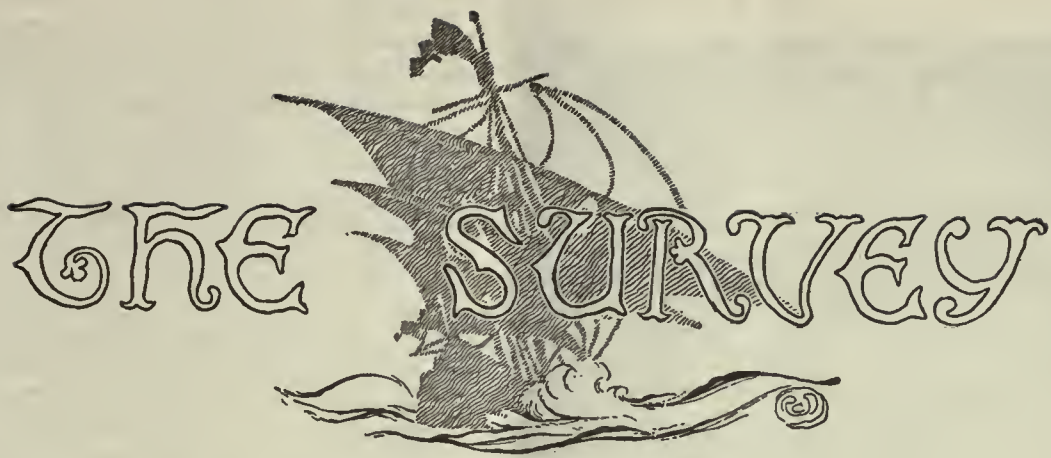
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The National Conference of Social Work

By *Arthur P. Kellogg*

OF THE SURVEY STAFF

WHETHER you look on war as hell or as an instrument of democracy, its immediate fruits are the fruits of calamity, and the fruits of calamity are the stuff with which organized social work deals in the regular course of its daily work. Social workers, therefore, have a peculiar obligation and opportunity for service in wartime, beyond the demands made on all citizens. As a representative of the Red Cross put it, social workers must not only do their bit, they must do their utmost. And they must do it in the face of an increase of their regular work while accepting new obligations, in the expectation that their ranks, like those of the doctors and nurses, will be raided for the federal service, and with the possibility that they will have the greatest difficulty in raising money at a time when national relief funds, war taxes and the climbing cost of living will all be competing for support.

That, in a paragraph, might be said to summarize the discussions of the National Conference of Charities and Correction which adjourned Wednesday night from its week's session at Pittsburgh. That it is facing its tasks soberly and confidently was apparent at every meeting and that, in its forty-fourth year, it has sufficient of the elasticity of youth to meet new situations was perhaps nowhere more strongly brought out than in the unanimous vote by which it changed its name to National Conference of Social Work.

War, then, was the theme, and preparedness for war the detail of the discussion. But that war brings not so much a change in social work as a great increase in it was equally clear. Helen R. Y. Reid, of the Patriotic Fund of Montreal, put it in a sentence: "All of the problems met in peace times we meet again in our soldiers' families and in increased and intensified form." What those problems are was tersely stated by Edward T. Devine, chairman of the special Committee on Social Problems of the War:

Incredible numbers of the strongest and best men are killed. Incredible numbers of others are wounded and blinded. The ordinary casualties of industry, which concerned us so much but yesterday, are almost forgotten. The birth-rate decreases. The death-rate increases even in the civil population, and in the neutral countries near the seat of war. Infant mortality, unless superhuman efforts are made, reaches a dizzy height. Tuberculosis breaks through all the modern restraints built up so skilfully and develops

into an epidemic of such dimensions that "the white plague" is no longer a figure of speech. Typhus and cholera and scurvy and malaria reappear to ravage the more backward nations, and such novelties as trench-foot and gas-poisoning and nervous shock literally overwhelm the medical services of the most enlightened. The venereal diseases, never under efficient control, overrun the armies and training camps. Public opinion as to sexual immorality is relaxed. Illegitimate children are born in unheard-of numbers. Prostitutes increase. Undernourishment, exposure, anxiety and other hardships undermine physical and mental health. Insanity increases. Orphans are multiplied. Juvenile crime and lawlessness become alarming. Education is neglected. Recreation loses its recently acquired standing among the necessities of life. Children and women are allowed and induced, if not compelled, to work too hard. The standards of living fall. Provision for the future is forgotten under the pressure of immediate needs. High wages, like high prices and high taxes, continue, but they are no longer an indication of a high standard of living for workingmen and their families. Family ties, family interests, individual initiative, individual development and all else that form the foundation of social work, lose their importance save as they can be made to contribute to the national purpose, and that national purpose is destruction. All the resources and forces of the nations at war are organized—more or less thoroughly, more or less intelligently—for the destruction of enemy life and the things that sustain that life, with the indirect result, also, it would seem, of self-destruction.

What, then, is the place of our humanitarian endeavor in the midst of the world at war, and what will be the effect of the war on the causes which this conference especially represents? . . . Is fighting power rather than charity the thing that abides, along with faith and hope, and is it the greatest of these four? . . . The destruction and devastation which appal us are but means to an end—a most regrettable means to an end with which the means seem incompatible. . . .

It is not that the ideals of social work—which are the ideals of religion in terms of practical life, the ideals of democracy in economic and social life, the ideals of humanity in the life of the generation that passes—are mistaken and unworthy. They assume, however, certain other ideals with which social workers as such have not greatly concerned themselves, simply because they have taken them for granted. Freedom, nationality, respect for treaties—for such great causes as these our fathers fought and for them now our sons are called to fight. If we thought they were automatically secure forever, we were in a fool's paradise. When they are challenged they come first. They are more important, more fundamental, than comfort, physical health, mental development. Until they are assured, the struggle for a normal life, as we have conceived it, is hopeless; until men are free and the framework of international society is secure, the individual and social welfare, which is the concern of social work, must remain precarious, however efficient our governmental machinery for its protection, and our voluntary associations for its promotion may be.

That, said Mr. Devine, was the first naked truth of the



FREDERIC ALMY

President of the National Conference of Charities and Correction of 1917 at Pittsburgh

matter. The second was that legislation and reforms which are not firmly grounded in convinced public opinion form a flimsy platform which falls under the more insistent demands of war. Protective labor legislation, for instance, can only be saved in our states by the utmost united endeavor. The brighter side of it is that, by the very urgency and bulk of the demand for good work and sound children, the nations at war are beginning to understand the things that social workers long ago understood—the need for adequate physical care and mental development of the young, the sick, the discouraged, and the protection of normal family life if the whole people is to be sound and well and do its part in either war or peace.

The challenge of this to social workers was made again by Miss Reid. She said: "God has given it to us as a priceless heritage to live in these great times." Repetition of it came out in the forty-eight meetings held during the week.

There was, perhaps, greatest interest in the care of soldiers' families and the way in which the government, the Red Cross and the private organizations are to function. The government has not yet declared its purpose, beyond the passage of the draft act which raised the pay of private soldiers from \$15 to \$30 a month. There are, also, supplemental payments for foreign service, for length of service and for marksmanship which raise the private's pay to a possible total of \$48 a month after he has been for some years in the service. Nor has the Red Cross, just reorganized, and the new director-general of civilian relief, W. Frank Persons, of New York, appointed less than a week before the conference met, declared its policy.

It was understood, however, that the Red Cross stood unequivocally for the largest and most generous treatment by the government which can be secured; and that it will encourage the cooperative action of all existing organizations

with the Red Cross chapters; that it favors the raising of funds and the care of families locally—by friends and neighbors and fellow townsmen—as against a great national fund disbursed and administered from Washington. Such local funds are already being collected in some cities and a number of states have made appropriations. But as to what the relations of these funds to each other may be no one was willing to risk a prophecy. Miss Reid deplored the state grants and, on the Patriotic Fund experience, favored a single national fund, local collections to be turned in to headquarters, but the care of families and the actual disbursements to be in the hands of local branches. It had worked well administratively and had not, she said, shown the least tendency to dry up local collections in the belief that a great, vague, central purse might be opened for all needs.

At an unofficial luncheon meeting on the matter two distinct points of view came out. One was that the soldier should be considered as an employe of the federal government, engaged in an extra-hazardous occupation, calling for wages high enough to enable him to meet himself all the exigencies of his family during his absence and, by an application of the principle of workmen's compensation, to carry the risks of death and injury to himself. This was, it might be said, very widely regarded as the ideal method. The practical difficulties are many. Chief of them is the fact that, when an army of two million men is enlisted, the government will be paying out sixty million dollars a month in wages alone. What it may be expected to do beyond that, in more pay or separation allowances, is problematical, although it was the general opinion that a separation allowance of some amount must and would be voted for soldiers with dependents.

The other point of view was that the soldier is not rendering industrial service, but patriotic service; that his pay for such service should be smaller than for ordinary labor; that, so far as he has dependents, such pay must be supplemented by a separation allowance; that beyond the separation allowance there still must be provision, through non-official funds, of help for emergencies. It was emphasized that, even under a full compensation system, provision could not be made for sickness of members of the man's family; that the government could not pay the hospital bill for his wife nor carry her through childbirth.

The feeling at Washington that the exemption of married men will relieve this country of the need for providing separation allowances for families was not shared by the conference. The selective draft will undoubtedly give us a much smaller relief problem than other countries have had; but there will still be dependents who must be cared for. There is, for instance, the young fellow whose father dies after he enlists, leaving the mother dependent on him; there is the man so anxious to fight that he lies about his marriage; there is the deserted wife or the common-law wife, denied by the soldier, but able to present a creditable claim. Many claims have already been filed by dependents of regulars, guardsmen and sailors. In one eastern city one-half of the first 150 claims made on the Red Cross were by the dependents of unmarried men; in a middle western city the very first claim made was by a young unmarried girl, pregnant by a guardsman. Of 275 chapters which have reported, 80 have been called on to give material relief—\$13,000 to 1,100 families in about two months.

The unofficial meeting led to the passage of a resolution urging the Council of National Defense to act favorably on the proposal now before it of appointing a commission to study the whole matter, including the compensation and

insurance features, and to endeavor to work out a system that will be both generous and just. At another meeting, Royal L. Meeker, of the Bureau of Labor Statistics, pointed out that the government has already accepted the principle of federal social insurance in insuring the lives of sailors on merchant ships taking the heavy risk of sailing for England with food and munitions.

In the discussion of standards of living and labor during wartime there appeared to be, for the first time, unanimous approval of prohibition. And the discussion seemed to show that this was for a permanent policy and not just for war prohibition. Elizabeth Tilton has very suddenly achieved her purpose of enlisting social workers in the prohibition cause. Speakers from one dry state after another testified to the good social results of prohibitory laws. And before the week was over, Prof. Irving Fisher of Yale had secured the passage of a resolution urging Congress to prohibit the manufacture, importation and sale of alcoholic liquors during the war and for one year thereafter.

Mrs. Tilton, just from Washington, reported the Lever bill, giving the President control over the use of grain in making alcohol as well as a general and sweeping authority over the food supply, as stalled. Sugar interests, cotton interests, liquor interests were opposing it—everyone wanted control except in his own commodity, she said; everybody wanted Mr. Hoover except Congress. She brought word that the nations abroad had offered him anything he would accept if he would stay in Europe in control of the allies' food supply, but that he had felt the better plan was to come here, where the food must be grown. We will have to export hundreds of millions of bushels of grain, she said; more than we have ever done before. There is a good crop in India and in Australia, but it is a long and difficult haul to get it to London and Paris and Rome and Brussels. The task rests on us; the man able to do it is ready, yet we stand back and listen to the selfish arguments of special interests afraid not that they will lose money but that they may not make the ultimate profits. To make the exports which are called for we must economize a bit here and a bit there; but, she said, there is no place we can save so much at one fell swoop—3 per cent of the total—as in refusing to have another bushel of grain go into the making of alcoholic drinks.

Florence Kelley made the striking point, already familiar to readers of the SURVEY, that the grain raised by schoolboys in any state, dry or wet, may go into whiskey or beer, which is true also of the sugar beets raised in the dry West; that an emergency which called for the cutting down of the school year by one-half, as in New York state, is a great enough emergency to stop this very minute the distilling and brewing of the world's food into beverages. Mr. Devine testified that, as a result of his trip over a large part of Russia, he was inclined to believe that the social revolution which followed the prohibition of vodka was more profoundly important and more likely to be permanent than the political revolution which abolished autocracy.

As to labor standards, there was no debate; everyone was agreed that the time has certainly not yet come and very likely will never come when the war need will be so pressing that we must throw health and efficiency to the dogs for the sake of a temporary increase in factory output. Mrs. Kelley acclaimed Governor Whitman for his veto of the bills repealing labor standards and offered it as a striking fact that the greatest industrial state had refused to yield to the hysteria of the first weeks of war—"in New York no woman can work at night in any process, though we are surrounded by



ROBERT A. WOODS

President of the National Conference of Social Work of 1918, at Kansas City

states in which women can and do work at night." She was loudly applauded and continually quoted during the week on her statement that "we believe that in war as in peace the heavy work should be done by men and that at night the mothers of little children should be at home."

There was considerable talk of various types of war economy, but no agreement with the proposal of one delegate that, in order to restore work to certain groups of dressmakers and milliners now idle, women should continue to buy clothes and hats as before. Rather there seemed agreement that purchasing should be confined to essentials and, so far as possible, to the products of which there is not a shortage; that care for the unemployed girls should be provided through a better system of employment agencies; that there is no lack of work—rather a lack of workers, and the girl who makes evening gowns or trims bonnets can be put at some other task. It was pointed out, also, that for men as well as women there will be a widespread attempt to demand longer hours of work, and that this, together with speeding up and the employment of great numbers of inexperienced men in the place of those who have enlisted, may be expected to lead to an increase in the number of industrial accidents.

General concern as to the support of social work during the war led, in another informal and extra-conference meeting, to requesting the Council of National Defense to appoint a commission on the conservation of social work. This grew out of a proposal, broached some time since in New York and brought before the conference by Samuel McCune Lindsay, that Congress be asked to exempt from the operation of the income tax law gifts made to regularly incorporated social agencies. These agencies, Dr. Lindsay said, face a very serious situation. A great deal of their support comes from sources which are not only paying the normal tax but, under

the bill now pending in Congress, will pay a very heavy super-tax. To exempt these gifts would, he said, cost the government a comparatively small amount of money, while it would serve greatly to help the organizations.

Discussion at a luncheon conference showed so much opposition to Dr. Lindsay's argument, chiefly on the ground that this was proposing a new form of special privilege, that the plan to send a resolution to Washington was given up and instead there was substituted the request for the commission to study the status and needs of social work. Some striking reasons for the need of such a commission were brought out, such as, for instance, the departure of a hospital unit from a middle western city with sixty-five nurses, sixty of whom had been in executive positions. A physician in New York has recently stated that the older men of his profession must give up all idea of a vacation this year and must, in caring for the civil population, work harder than the young doctors at the front; should there be unusual sickness, such as the polio epidemic of last summer, he was appalled at the thought of what might happen; at the very best he felt that the health of the general civil population was in grave danger.

This question of the health of the civil population came up at various times. Dr. C.-E. A. Winslow, professor of public health at Yale, stated, for instance, that, leaving deaths and wounds out of account, the progress of military hygiene has put us in a position where "preventable disease is now more effectively controlled in the camp than in the marketplace. We may well learn to apply the lessons of military hygiene and sanitation in the conduct of our daily life." The death rate in the registration area of the United States has gone down from 14.4 in 1909 to 13.6 in 1914, but there are still 100,000 deaths a year "due to simple and easily controllable causes. War conditions, unless they are intelligently met, will gravely accentuate our losses. Not one state board of health in ten, not one city board of health in twenty," he said, "has an organization and a budget adequate for pressing needs." The Canadian delegates testified that social and educational work supported by public funds has been generally starved during the war, whereas, over the full term since August, 1914, that supported from private gifts has, by the greatest exertions, been able to keep up to standard. The outlook for public health work would, therefore, seem grave. Nevertheless, Dr. Winslow hoped that some good might come out of it. "The present crisis may perhaps awaken America to the concrete possibilities of a serious application of the laws of public health. We have two wars to win—one against the central powers and one against the invisible microbic enemies of mankind. The military establishment, the munition

factory and the farm all depend upon man-power; and preventable disease gnaws at the root of national strength."

Dr. Grace L. Meigs, of the federal Children's Bureau, was similarly hopeful that infant-welfare work might gain during war without waiting, as it did abroad, particularly in the hard-pressed nations like France and Belgium, for a decreasing birth-rate and an increasing death-rate of infants to sound the alarm. It has tended to the preventive rather than the palliative side, she said, and "it is the fruit of the great and intelligent movement for the prevention of infant and maternal mortality for the last decade." Out of it she drew these practical suggestions for this country:

1. That no hasty conclusions should be drawn that the war makes immediately indispensable in this country such palliative measures as the increase of day nurseries or the supervision of pregnant women working in factories, to which dire necessity has driven certain foreign countries.

2. That the chief preventive measures for protecting babies is to insure their care and nursing by healthy mothers in their own homes.

3. That the disorganization of infant welfare work through the loss of doctors and nurses especially trained for it is an imminent danger and should be avoided if possible.

4. That the preventive work for infant and maternal welfare already established should be strengthened and extended; that nothing should be considered more important in wartime.

The Rape of Girlhood

ONE of the keen observations in the headquarters lobbies, though it did not find expression on the program, was the expectation of great numbers of unmarried mothers in the vicinity of the military training camps and in only less degree wherever troops are enlisted or temporarily camped en route to camps or to shipboard. Experience on the Mexican border as well as abroad led to the feeling that the debauching of young fellows in khaki will, with the plans for recreation and the minimizing of prostitution, be as nothing to the ruin of young girls in the civil communities. Forces are gathering for the protection of girls and the supervision of their meeting the soldiers—as they are bound to do. But at best it was felt that this will shortly be recognized as one of the greatest and most subtle and difficult of social war problems. For not only are hundreds of thousands of young fellows freed of all the usual home restraints and exposed to moral standards of every sort, but the best of girls, in the hysteria of wartime and the eagerness to entertain and give a good time to the boys who are about to go into battle, suddenly find themselves in the worst of predicaments. So it was perhaps significant that one of the conference papers most talked about was that by J. Prentice Murphy, of Boston, on unmarried mothers. He stood out stoutly for treating them as we would any other mothers—as individuals, some competent and some incompetent, even under the best guidance, to bring up a child, but none to be judged as "immoral" and in a class apart from other human beings. Some of the best results of work with unmarried mothers of which he has known have been obtained with girls who have had two or even three illegitimate children. He was very much against herding them in institutions.

There were, of course, innumerable war points of which not even mention may be made here. The adjoining resolution urging a restatement of the terms of peace was sent to the White House with 570 signatures, including most of the leading men and women. The address on the League to Enforce Peace, by William Howard Taft, brought prolonged applause from a theaterful of people, especially in his statement that the United States, Great Britain, France, Italy and Russia are now engaged in performing the duties

ACCLAIMING the democratic principles set forth in the President's address to the Senate in January, and reaffirmed in his war message of April; welcoming the response thereto by English liberal opinion; hailing the democratic purposes of the Russian revolution with its disclaimer of territorial aggrandizement; and recognizing that the democratic elements of the central empires are at a disadvantage so long as their war groups can claim they are resisting annihilation, we pledge the administration our support in such steps as will elicit a fresh statement of peace terms by the allies, repudiating autocracy, disclaiming conquests and punitive indemnities and focusing the liberal forces of all mankind for a democratic organization of the world.

The national conference has an established practice of declining to pass resolutions that commit its members to any position. The one given above was circulated unofficially and signed by 570 members as individuals, to be transmitted to President Wilson.

of a league to enforce peace. And Morris Hillquit made a profound impression in his statement of the Socialist position and aims, particularly when he declared that the Social Democrats of Germany will yet send the last of the autocrats packing and will convince the world of the physical and moral impossibility of continuing to carry a crushing load of armament. These and a later meeting of the American Union Against Militarism were, of course, all outside the program and the regular meetings of the conference.

In introducing former convicts, members of his Mutual Welfare League at Sing Sing, into the conference program, Thomas Mott Osborne not only provided a unique feature but an astonishing sequel for himself. One of his speakers, missing the man who was to have met him at the station, went to the lobby of the headquarters hotel, was recognized by a Pittsburgh city detective and promptly arrested. The police permitted him to telephone to Mr. Osborne, who went surety for him and secured his release. But they were none-the-less proud of their recognition of a man whose picture is in every police station of the country. Mr. Osborne himself urged that in a time when democracy is the watchword of the world it be applied in the prisons where, until the last few years, it has been utterly unknown and where arbitrary authority survives in a measure unknown in civil life.

Such a transitional situation has never been faced by the administrative officers of the conference in all its forty-four years as that through which they have just steered it. For several years there have been signs of change. Changing social, economic and administrative conditions have greatly diversified and specialized social work. Therefore the constituency of the conference became more varied and comprehensive. The officials of state institutions, who founded the conference, had long ago been constrained to admit the voluntary charities' representatives to their fellowship. These proved to be only the advance guard of a long procession of representatives of individual causes and interests whose knock at the door led to their admission, at first one by one, and then by groups, year after year.

These newer elements began to chafe under the old name, which those who had made it historic naturally cherished. More and more kindred groups tended to meet at the same time and place as the conference and clamored for some sort of recognition. Last and greatest of all these changes was the sudden and tremendous transition of the world war.

A New Name for New Times

THE executive officers of the conference demonstrated their ability to adjust themselves by the promptness and vigor with which they responded to the call of the times in rearranging the settled program so as to add the distinctive feature of Social Problems of the War. And this they did without other authority than that of the exigency of war. This in itself was the auspicious harbinger of the response which the conference itself would make to the demands of the readjustment.

For three years a committee on change of name had been trying out the wish and will of the members. The first committee found little if any demand for it and many reasons against it. The second committee discovered widespread though sporadic sentiment for some change, but could get very little direct response to its requests for individual opinion. But the preferential balloting persistently urged by the third committee rallied 284 votes. Their first, second or only preferences were 169 for the old name, 323 for National Conference of Social Workers, 151 for National Conference on Social Welfare, 77 for National Conference on Public Welfare, and 99 for National Conference on Social Service.

THE NEW ORGANIZATION

President, Robert A. Woods, Boston.

Vice Presidents, John A. Kingsbury, New York; Judge William A. Way, Pittsburgh; Florence Kelley, New York.

Members Executive Committee, Roy Smith Wallace, Philadelphia; Mrs. W. L. Murdoch, Birmingham; Rev. Frederick Siedenberg, Chicago; Ida M. Cannon, Boston; Otto W. Davis, Minneapolis; Marcus C. Fagg, Jacksonville, Fla.

Chairmen of Divisions:

Children, Henry W. Thurston, New York.

Delinquents and Corrections, Jessie A. Hodder, Framingham, Mass.

Health, Dr. J. H. Landis, Cincinnati.

Public Agencies and Institutions, Albert Sidney Johnstone, Columbia, S. C.

The Family, Gertrude Vaile, Denver.

Industrial and Economic Problems, Florence Kelley, New York.

The Local Community, Charles C. Cooper, Pittsburgh.

Mental Hygiene, Dr. William Healy, Boston.

Organization of Social Forces, Allen T. Burns, Cleveland.

Social Problems of the War and Reconstruction, V. Everit Macy, New York.

Eleven blank ballots were cast. Discussion of these results led, by a large acclamation vote, to the final choice of National Conference of Social Work.

A still harder change to achieve was in gearing up the many groups kindred to the conference in a more definite and yet free relation to it and to its program. For two years the Committee on Kindred Groups made a thorough study of the whole situation, past, present and prospective. The scheme as first formulated was sent out to all members of the conference in an elaborate printed proposal which in the discussions of the committee, after convening at Pittsburgh, was deemed too complicated. Prolonged and patient discussion and a conciliatory spirit achieved a more simplified but none-the-less thoroughgoing plan which received the endorsement of the executive committee and was adopted by a unanimous vote of the conference.

The plan to ally kindred groups vitally reconstructs the organization of the conference without making any unnecessary changes or taking away the self-government of either central or kindred bodies. Specialized interests within and without the conference membership are provided for by creating divisions, which include a larger number of sections than have hitherto been found to be practicable. Seven of these divisions are designated as continuous from year to year; namely, the family, children, health, delinquents and correction, public agencies and institutions, industrial and economic conditions, the local community. Members of the conference may register for any or all divisions. Those registered in each division nominate to the conference at its annual business session a committee of not less than nine members to arrange for its section meetings and their place on the conference programs. Chairmen of these committees are to be nominated by each division and confirmed by the executive committee of the conference. The secretaries and reporters are appointed also by joint action.

On petition of twenty-five members of a conference division, or in case they refuse to accede to it, to the special executive, special divisions may be created for a year at a time. Thus new groups or interests may find place and temporary recognition. Independent organizations desiring the fellowship and publicity of the conference may be recognized to this extent on condition that their sessions be held either before

or after the entire program of the conference is rendered. The programs of all general sessions of the conference and the oversight of all section meetings of every division are left in the hands of the conference executive committee, to which the division committee chairmen are added as ex-officio members.

The value of the conference as a great central clearing-house is thus conserved, as well as the free initiative of each group of its members. Interests that have been tried, tested and approved to be permanent are recognized as continuous, and yet recognition is temporarily extended to new interests with a chance to attest their right to continuance or to take turns on the annual programs. Flexibility with continuity, centrifugal and centripetal movements, freedom of individuals and groups with enough authority to maintain order and progress, are thus constructively promoted. Credit for this unique achievement is due most of all to Roger N. Baldwin, chairman of the committee, whose cooperative spirit proved to be as effective as his constructive efficiency.

Action on the plan was taken by the kindred groups as follows: Five will remain completely independent—American Association of Societies for Organizing Charity, National Conference of Jewish Charities, National Conference of Jewish Social Workers, National Conference on the Education of Truant, Backward, Dependent and Delinquent Children, Secretaries of Social Service Exchanges; nine will retain independent existence but will unite their programs with the national conference—National Children's Home Society, National League on Urban Conditions among Negroes, National Housing Association, American Social Hygiene Association, National Association for the Study and Prevention of Tuberculosis, National Probation Association, International Association of Policewomen, Hospital Social Service Workers, Polish Social Workers; eight will become integral parts of the national conference—Teachers of Practical Sociology, Industrial Social Service Group, Group on Charities Endorsement, Charities Federation and Central Councils of Social Agencies, Officials of Charities and Corrections, Presidents and Secretaries of State Conferences, Land Taxation Group, Special Committee on Radical Social Movements.

In his presidential address, Frederic Almy, of Buffalo, struck the note for the conference—a note of courage and optimism and of refusal to believe that all things are rushing to everlasting destruction—"nothing seems impossible, with effort." He was, he said, a "discouraged optimist," a "war pacifist" who had wanted to fight two years ago for Belgium. "I would rather be a Belgian than a German. I would rather be a dead Belgian than a live German. But I still love Germany. I hate the sin, but love the sinner. The victory

depends on our work as well as on the fighting. There is just as good fighting in social service as there is in military service." And no one hailed with greater glee the newspaper report which made him say: "There is just as good fighting in social circles as there is in military service."

The discouraged optimist insisted on pausing a moment in the long climb and seeing "that the summit is now nearer than the valley." His subject was *The Conquest of Poverty*. We may look forward, he said, to the end of hopeless, involuntary, innocent poverty. Two centuries ago one-fifth of the population of England consisted of paupers and beggars, most of them able-bodied. Those in the almshouses wore iron collars. The necessities of the working man of today were unheard of luxuries for the rich of Queen Elizabeth's time. Even in forty years there has been a great falling off in actual poverty; in Buffalo, for instance, there is "less by actual count than when the city was one-fourth as large and had a smaller proportion of immigrants and though we now recognize and count incipient poverty which forty years ago was not so recognized." Health has been tremendously improved, illiteracy almost wiped out, crime reduced—and all of these are potent causes of poverty; we have even gotten to the point of handling city congestion and of making the city a healthier place than the open country or the small town. War itself, Mr. Almy demanded, should contribute to his optimism:

I think we all agree that in spite of the value of intelligent autocracy, democracy will in the end lessen poverty by giving more opportunity to the poor; and in the last one hundred years the proportions of democracy and autocracy in the world have been reversed. Today democracy is almost universal, and autocracy the exception, and the end is not yet. I think we all agree that prohibition will lessen poverty, and through this war it exists in Russia and has a foothold in England. We all know how it is sweeping America. Already more than half of our states are dry. Many of us think that the emancipation of woman will lessen poverty, and through this war this is already a certainty in England and has a foothold in Russia. In America one-third of our presidential electors are now from suffrage states. Eastward the star of suffrage takes its way and it has reached Rhode Island. Moreover suffrage, unlike prohibition, is irrevocable where it is once gained, for women will not disfranchise themselves. Again, already through this war constructive social work by the state, which seemed utopian, has become familiar, and sacrifice and service by volunteers are universal. In a twinkling also, quicker than ever before, we have gained in internationalism. War is abominable, and the hate and loss it causes make the whole world poorer, but out of the great evil we make some great gains. As Bossuet says, "When God rubs out, it is because he is getting ready to write."

So it went. The cobbler must stick to his last. Indeed, with the present price of leather, the shoemaker's skill in pegging the new fibre soles to our frayed uppers may be all that keeps us from going barefoot. So, too, with social work. If good social work was important in humdrum times it is important now a thousand-fold.



COMMON WELFARE

STATE COMPENSATION LAWS REVIEWED

IF a traveling salesman is injured in the course of his employment in West Virginia, Michigan or California, he cannot claim workmen's compensation. In Minnesota, he is assured compensation if he happens to be engaged by a Minnesota firm. On reaching New Jersey the same salesman may lose arms, legs or eyes in an accident that occurs when at work and gain a right to workmen's compensation.

Such curious inconsistencies in the laws of the thirty-seven states and three territories which have granted workmen's compensation are brought out by a recent pamphlet on the legal phase of workmen's compensation acts. This document is published by the National Industrial Conference Board, a cooperative body comprised of representatives of national industrial associations. It will be followed by later reports discussing the operations of compensation statutes from the medical, economic and administrative standpoints.

Not only is there diversity in state laws in the classes of employes affected by workmen's compensation. In eight states compensation acts are compulsory upon the employer. In twenty-four states the employer may make a choice between workmen's compensation payments and common-law defense, but if he does not accept the former he must forfeit some or all of his common-law defenses in any action brought by an injured employe. In twenty-three of these twenty-four states the employe likewise has an option; in Texas he is bound by his employer's choice. In twenty-five states the employer affected by compensation acts must either insure his liability or demonstrate his financial capacity for self-insurance. In some states contribution to a state insurance fund is obligatory.

Classification of "hazardous" occupations is very uncertain in the various acts. Although private insurance experience shows many forms of agricultural employment to be more dangerous than mechanical trades, agriculture is nowhere designated by compensation

acts as a "dangerous" or "hazardous" occupation.

Another source of conflict lies in the significance given to the term "accident." In the English compensation acts of 1897 and 1906, largely used as a basis for American legislation, the liability is expressed by the phrase "personal injury by accident arising out of and in the course of employment." In the compensation acts of fourteen states this language is followed identically; in others, the words "by accident" are omitted, thus broadening the liability; in some cases the words "out of" are also omitted, further extending the liability to cover injuries received in the course of employment, although the occupation has no direct connection with the injury. For instance, the Ohio Industrial Commission awarded compensation to the dependents of a stenographer because, while taking dictation from her employer, she was murdered by a jealous suitor; the New York Industrial Commission awarded compensation for the death of a street-railway process-server from gangrenous diabetes alleged to have resulted from having his toes trodden upon by a fellow passenger in a street-railway car of the company which employed him.

In this country "occupational diseases," as a rule, are not included under the term "accident" in workmen's compensation acts, but in the administration of these acts an increasing tendency to include many forms of diseases contracted during employment is evident.

The pamphlet reviews the growth of workmen's compensation acts from the first Maryland statute of 1902 applying to coal-mine operatives to the federal compensation law for government employes passed in 1916. It analyzes the decisions of the United States Supreme Court in three important cases which have established beyond question the right of states to enact such legislation. Despite inharmony of enactment and interpretation in the laws of various states, the report endorses the fundamental principle of compensation; namely, "the substitution of a definite and certain measure of relief for the former uncertainties of redress through litigation."

CHICAGO'S PUBLIC SCHOOL TANGLE

THE Chicago public schools are still suffering from the turmoils of their administrators. The board of education and the mayor, the teachers' federation and the courts, the Chicago Federation of Labor and two citizens' associations are now directly involved in the endless controversies, while the children, their parents and the public are innocent bystanders who are paying the heavy costs of the prolonged struggle. No sooner does one situation clear up than complications worse confounded arise.

The supreme court of the state recently decided that the board of education had authority to drop teachers "for any reason whatever or for no reason at all," as they had no definite tenure of office other than their appointment by the board for a year at a time. Thus the right claimed by the teachers' federation to affiliate with the Chicago Federation of Labor against the rule of the board was denied. Thereupon the affiliation was formally withdrawn, under protest by the officials of the federated teachers and with the consent of the federation of labor. In this way only, if at all, could the sixty-eight teachers dropped for such cause hope for restoration.

Meanwhile the state legislature has enacted a school law giving the school trustees more independence of the city administration than ever. The appointment of the trustees, now reduced from twenty-one to eleven, is left with the mayor, whose nominations, however, must be confirmed by the city council, as heretofore. Under the new statute the teachers must accept probationary appointments for the first three years; thereafter they can be removed only for cause, and not until after they have had a hearing. The truce promised by this compromise measure was roughly interrupted by a fierce encounter between the president of the school board, Jacob L. Loeb, and Mayor William Hale Thompson and his political advisers, who were denounced publicly before the board for plotting to nullify the civil service law in order to gain partisan patronage and for planning to lease school lands with-

out provision for revaluation during the coming year, Secretary Wilson's ninety-nine years.

To head off this alleged plot, President Loeb seized the advantage given by the new law in authorizing the old school board to make appointments in conformity with civil service rules, before the board could be reconstituted by the mayor's new appointees. As the principal administrative offices were thus filled for four years by the reappointment of experienced incumbents, the mayor was deprived of making them the "plums" of patronage. The office of superintendent of schools is still held in abeyance. Six nominations for school trustees, meantime, had been submitted to the city council by the mayor. Pending their consideration by the aldermen, two nominees publicly withdrew their names on account of the charges alleged against the mayor by the president of the school board.

Such is the present situation in this state of war, with the strategic positions in the possession of President Loeb and a strong majority of the hold-over board of education. The final issue depends upon the constituency of the new board which is to be determined by the outcome of the struggle between the aldermen and the mayor over the new appointees.

FEDERAL BUDGET CUTS AFFECTING LABOR

RECENT war economies of the House Appropriations Committee will be felt by labor.

An item for some \$47,000 to create an independent women's division in the Department of Labor has been stricken from the sundry civil appropriations bill. Five of the six conferees on this measure were individually committed to it, but on the ground that the Department of Labor did not estimate for the item it has been dropped. Chairman Fitzgerald, of the House Appropriations Committee, is held responsible for its defeat.

Another proposition benefiting labor which has been vetoed by the chairman of the House Committee on Appropriations is a plan to eliminate the waste of time for skilled mechanics and common laborers between the completion of one employment and the beginning of the next.

Secretary of Labor Wilson, who submitted the plan to Congress, believes that, since carpenters are found to lose as much as 150 days a year because of lack of continuous work, the creation of an effective employment service would enable them to "connect" from job to job and thus almost double their annual output and earnings. The same rule, he holds, would apply to many other trades, and to the vast army of migratory unskilled labor.

At an estimated cost of \$750,000 for

the coming year, Secretary Wilson's program could be carried out by the organization of a nation-wide staff in the United States Employment Service. At the capitol, however, the request of the department is refused on the ground that the employment service has no legal existence, is unnecessary and has been sustained on funds diverted from other legally directed channels. The secretary argues that legal existence of the employment service is established in the Bureau of Immigration, of whose funds it used \$150,000 last year. He is ready, moreover, to have specified legal status given the service, but Chairman Fitzgerald does not propose to permit this change.

Even more serious a handicap to the welfare and efficiency of labor during war-time than failure to establish a woman's division or to minimize seasonal employment is the dismissal of seventeen of the twenty-one commissioners of conciliation from the Department of Labor. A year ago the department received an appropriation of \$75,000 for its conciliation work. This amount has been exhausted on account of the unprecedented demands for services during the last year [the SURVEY, June 9]. When Secretary Wilson made a recent request for \$250,000 to continue the work effectively, the sum was refused.

Meanwhile, industrial disputes are rapidly multiplying, and Secretary of War Baker has secured the services of Prof. Felix Frankfurter, a member of the committee on labor of the Council of National Defense, as his special adviser in the adjustment of labor troubles connected with the construction of cantonments, military works, manufacture of munitions and supplies. Federal troops have been called out by local authority, and withdrawn on orders from Washington, in the case of a strike of molders in a Newark, N. J., plant doing war work. Request has been made by another Newark concern for the services of federal secret service operatives against strikers.

At the same time, also, complaints are being lodged by labor unions against the employment of convicts in painting buildings for the War Department at a camp near Charleston, S. C., and against the employment, through a prison-contracting firm, of naval prisoners from Portsmouth, N. H., in a garment shop at Wethersfield, Conn. Similar complaint of the employment of convicts at chain-making and other metal work has come from Concord, N. H. Carpenters' and plumbers' unions at Ft. Snelling and Ft. Benjamin Harrison have grievances regarding work on camp buildings.

The appointment of local committees of mediation and conciliation under the labor committee of the Council of National Defense, while most useful and

important at this time, relieves the situation but little. The members of these committees are not expected to act as arbiters, but to obtain a cordial reception for government authorities and in every way promote this method of peaceful settlement of labor troubles [the SURVEY, June 9].

Secretary of Labor Wilson has intimated that a central board may be created to safeguard labor standards upon war work and to consider industrial disputes. Press discussion has gratuitously employed the phrase "labor dictatorship," despite the fact that emphasis was laid upon the non-dictatorial character of the proposed arrangement. The Secretary of Labor stated on June 8:

There is no such thing contemplated by the Council of National Defense as a labor dictator. There has been no necessity for such action because of the spirit of co-operation that has existed since the beginning of the emergency among all classes of workmen, organized and unorganized, and the able and earnest manner in which the spirit has been publicly expressed by their chosen leaders. Methods of adjusting labor troubles are under consideration by the Council of National Defense, each of which considers the human element in industry, but none of them contemplate the establishment of a labor dictatorship.

The only alternative to the creation of a national board with adequate legal authority was brought forward at a meeting of the wages and hours committee of the committee on labor of the Council of National Defense. This alternative proposed a sub-committee to agree upon industrial standards, and to report upon disputed points in the labor field.

It was pointed out to the trade union representatives that this plan would involve, first, a hearing on each definite point, then a session and decision by the sub-committee, then debate and decision by the hours and wages committee, then a report to the executive committee, then new debate and report to the committee on labor—which consists of some 150 or more members in various parts of the country—and thence presentation to the advisory commission of the Council of National Defense. Finally decision could be made by the Council of National Defense itself.

Recital of the complexity of the machinery was sufficient to convince the practical trade unionists that some other method must be adopted. The national board, consisting of spokesmen for labor and employers, with a chairman speaking for the whole public, grew in favor as a solution.

Secretary of Labor Wilson is understood to be desirous that this board, if created, be under the authority of his department. Other members of the Council of National Defense are understood to favor giving it a separate existence, with direct responsibility to the President. This differ-

ence of opinion, involving the comparative increase or decrease of the importance of the Department of Labor, has not yet been bridged.

OPENING THE RED CROSS CAMPAIGN

A CONTRIBUTION of \$1,000,000 has been promised to the \$100,000,000 being raised by the American Red Cross, on condition that twenty-four other contributions of equal amount are forthcoming. The donor is Cleveland H. Dodge, of New York city, who is chairman of the finance committee of the newly created Red Cross War Council.

The Red Cross is laying plans for its campaign week, June 18-25. In announcing Mr. Dodge's gift and several smaller ones, Henry P. Davison, chairman of the war council, made a further statement in regard to the uses to which the money would be put. After pointing out that our first obligation was to care for our own soldiers and sailors and those of our allies, he said:

We shall help provide the bare necessities of life to the homeless in devastated France; to aid them to rehabilitate themselves and thus strengthen the man power of the French army.

We shall strive to hearten Russia, by providing additional ambulances and other relief for the sick and wounded along the battlefield. We shall try to succor the homeless and wandering peoples of Poland, Lithuania and western Russia.

We hope to extend aid to those who are fighting the battles of liberty in Rumania, Serbia and Italy—indeed, to relieve human misery everywhere among our allies.

As told in the SURVEY last week, a Red Cross commission has already gone to Europe to study conditions and direct the expenditure of funds.

RED CROSS COURSE FOR CIVILIAN RELIEF

TO train volunteers for the delicate task of dealing with the dependent families of soldiers and sailors, the Department of Civilian Relief of the Red Cross has suggested to its chapters a short course of study. The program is especially recommended for small communities where there are no schools of philanthropy or their equivalents giving such training. Probably ten sessions will be needed, says the department, to cover the subject matter, and it suggests that classes or round-table groups be formed to listen to lectures, to discuss the problems involved and to report on supplemental reading.

Though urging the use of volunteers, the department strongly advises the employment in every community of at least one trained social worker who has had considerable experience in dealing with families in distress, especially wherever the total amount of relief is of fair size.

The department does not share the view that if the order against accepting

HINTS TO RED CROSS VOLUNTEERS

1. General information concerning the organization and work of the Red Cross

Organization: headquarters, official, chapters, committee.

Work: In peace—in war. Work for families of soldiers and sailors.

2. The Family

Its normal composition and status; its normal problems; variations in its composition, status and problems when the breadwinner leaves home. Possible increase in juvenile delinquency.

3. Effective Methods of Social Work with Families

a. Right attitude; interview; use of available sources of information; interpretation of information.

b. Supervision of families aided; objectives—protection, conservation, development, rehabilitation.

4. Family Problems

a. Health; the home and its environment; standards of living and variations in standards among different nationalities and races.

b. The children and the adolescents; the wife and mother; education, moral and religious influences; recreation.

5. Relief Problems

a. Point of view; family budgets.

b. Adequacy; food, fuel, rent, clothing, medicines, etc.; employment; sources of relief, including man's pay and possible government allowance; the handicapped. Variations necessary on account of national and racial differences.

6. Helpful Tools

Red Cross cards and report forms, vouchers, accounting system, social service directory and exchange (wherever available).

7. Cooperation

Spirit; aim; existing social agencies to be understood and utilized; regimental auxiliaries; women's and church organizations.

SUGGESTED HELPFUL READING

The Normal Life, by Edward T. Devine (out of print, but on the shelves of most public libraries).

Red Cross Pamphlets on Relief Work among Families, and *Red Cross Reprint of Paul U. Kellogg's articles in the SURVEY on Relief Work among Soldiers' Families in Canada*. (See ARC 155, 162 and 163. If not supplied, write American Red Cross, Washington, D. C., or the SURVEY).

The Good Neighbor, by Mary E. Richmond (small handbook—60 cents, published by J. B. Lippincott, Philadelphia).

Weekly articles in the SURVEY (based upon Porter R. Lee's lectures on Red Cross work among families at the New York School of Philanthropy), written by Karl de Schweinitz.

How to Help, by Mary Conyngton (handbook—50 cents, published by the Macmillan Co., N. Y.).

men with dependents is rigidly enforced, it will have little or no relief work to do. Some of its reasons for thinking that the contrary will be the case are as follows:

1. It is generally recognized that the rule cannot entirely prevent dependence among the families of enlisted men. The provision which the War Department is recommending for federal aid for families is evidence of this. Another item of evidence is to be found in the present regular army where, although the general policy is to recruit only from the ranks of single men, there are still found to be among the enlisted men approximately 10 per cent who have parents and other relatives dependent upon them, while about 4 per cent more actually have wives and children dependent upon them.

2. In the navy there is no such rule against men with dependents.

3. Some men who wish to enlist, conceal the facts in regard to dependents.

4. Others have relatives who are not dependent at the time of enlistment but who later become dependent.

5. Another factor which must be reckoned with is the reluctance of men in the ranks to apply for discharge on the ground that they have dependents. They fear that their motives will be misunderstood and that they will be regarded as cowards or quitters.

6. It is well known also that commanding officers are usually opposed to seeing their ranks depleted by such discharges and are not inclined to encourage men to apply for release.

7. Reports from chapters recently received by national headquarters indicate that already considerable relief work is being done.

HOSPITAL CARE FOR THE SAILORS

PUBLIC and private hospitals in New York city have agreed to supply more than 7,000 beds on short notice to care for wounded American sailors who may be brought to this country.

This arrangement has been made by the Committee on Hospital and Medical Facilities, a sub-committee of the Mayor's Committee on National Defense. This committee, of which Dr. S. S. Goldwater is chairman, was formed some weeks ago to develop existing hospitals and hospital facilities to their maximum usefulness for war emergencies. For two years the Navy Department has been collecting information on hospital facilities throughout the country. Since New York city is the port to which wounded sailors are most likely to be brought, the committee was formed, first, to learn what the facilities are, and, second, to provide the machinery for making them immediately available when needed.

Sixty hospitals affiliated with the Council of Associated Hospitals are included in the inventory. Public hospitals offered 1,646 surgical and 2,346 medical beds; private hospitals, 1,447 surgical and 1,067 medical beds, and private special hospitals, 617 surgical beds. Hundreds of these can be provided within six hours' notice, and all within a month.

Another possible use for these beds will be the care required for certain sur-

gical and long-time cases if concentration or training camps are established near New York city. It has also been suggested that some Canadian cases may be sent to this country, since Canadian hospitals are already crowded.

Men offering to enlist at naval recruiting stations are sometimes found to have slight defects that operations or hospital care will remove. Several hospitals have agreed to treat such cases free of charge and the committee will try to act as a clearing-house for this service.

COUNTY JAILS CONTRASTED IN TWO STATES

THE campaign against county jails in this country has started off with a bang. Indiana is out with evidence of the emptying effect which her new state farm for misdemeanants has had on jails, and the Alabama state prison inspector has discarded polite words in describing conditions in that state. "The law regulating the fees of the sheriffs for feeding prisoners in the jails in Alabama," he says in his biennial report just published, "can be characterized by one word only—DAMNABLE!"

When Indiana opened her 1,600-acre farm for misdemeanants in April, 1915 [the SURVEY, January 1, 1916], it was predicted that the effect of placing men out of doors would be to put many of the county jails out of business. This is exactly what is happening. Sixteen county jails stood empty September 30, 1916, the figures for this period being just published. There were fewer than five inmates in thirty-eight counties and only between five and ten in eighteen others. At the close of the preceding fiscal year only ten jails were empty.

Moreover, the number of convicted law-breakers in the jails has decreased 45 per cent in two years. In 1914 it was 18,130; in 1915, during half of which the farm was in operation, it was 14,644. In 1916 it was only 9,896. The number of commitments to the farm itself in 1916 was 2,322.

These results, states the Indiana Board of State Charities, "demonstrate that the state rather than the county should take charge of the misdemeanant."

While there has been much improvement in jail conditions in Alabama since the establishment of the office of state prison inspector, the present holder of that title, W. H. Oates, thinks that matters are still very bad. No enlightened people, he says, would tolerate a law providing that a thief should be inoculated with the germs of tuberculosis or typhoid. Yet that is what is happening today. Prison life, with its "lack of occupation, no exercise, inadequate supply of wholesome food of sufficient variety, insufficient air, deprivation of sunlight and outdoor life" is leaving men "at the mercy of tuberculosis and other com-

municable diseases." The 71,000 persons who have been released from the jails of Alabama in the past three years constitute, Mr. Oates thinks, a "potent factor in disseminating the 'white plague'."

It is with respect to the fee system, however, that Mr. Oates' vocabulary fails. The sheriffs of Alabama are paid fees for feeding their prisoners. They are allowed specified amounts of money, and whatever they do not spend is theirs. The scale of fees for feeding prisoners is this:

From 1 to 10 prisoners.....	60c per day each
More than 10 and not exceeding 20 prisoners.....	50c per day each
More than 20 and not exceeding 40 prisoners.....	40c per day each
More than 40 prisoners.....	30c per day each

No sheriff spends all of this, of course. He feeds the prisoners what he pleases and puts the unexpended portion of the money in his pocket. One sheriff has admitted, Mr. Oates declares, that he made over \$25,000 net profit on his feed bill alone in one year. In the great majority of jails only two meals a day are served. In one county the sheriff puts half the feed bill in his pocket, then gives the other half to a man to feed the prisoners and make such profit out of the transaction as he can.

In instances where it has been deemed wise by the state prison inspector to close jails because of bad conditions, sheriffs have invoked the aid of probate judges to go to the state capital and protest to the governor, so that the sheriff might not be deprived of his feed bill, according to Mr. Oates.

Mr. Oates gives account of respects in which conditions have improved and shows diagrams of new types of jails that are being constructed.

DANBURY HATTERS' HOMES PLACED ON SALE

THE last chapter in the Danbury hat makers' case, opened fourteen years ago, was written on June 7, when Judge E. S. Thomas, of the United States District Court signed the decree ordering the sale of the homes of 140 workmen in Danbury, Bethel and Norwalk. The sale is to satisfy the judgment for \$252,130 damages awarded D. E. Loewe & Co., who brought suit under the Sherman law against a union boycott of the product of their hat factory. Nearly \$60,000 has already been paid on account, but the accumulation of interest money is such that about \$250,000 is still due. The property is expected to yield \$200,000, leaving a deficiency judgment.

At the inception of the case in September, 1903, the hat makers' union entered into a written agreement with each of the defendants whereby it proposed to "pay all of the expenses of such defendants and save each individual from all liability." Later the American Federa-

tion of Labor took over the defense and pledged such financial support as would be necessary. It remained in charge of the case until a judgment against the defendants was affirmed in the United States District Court of Appeals in 1913 [the SURVEY, January 16, 1915]. At that point the federation disclaimed further responsibility, but took up a voluntary contribution which is reported to have amounted to about \$150,000.

Loewe & Co. announced that if this sum were paid over to them, all proceedings would be discontinued and the defendants released. The unions are said to have declined to do this and the plaintiffs then took steps to obtain satisfaction in the judgments. It is said that the unions have declared that they will indemnify the defendants after their homes are lost.

DEMAND AND SUPPLY IN THE LABOR MARKET

SO many women are flocking to employment agencies to register for farm work that the New York Bureau of Employment has established a separate department to handle them.

However, since few of these applicants have had experience in gardening, poultry-raising or farming, the bureau hopes to switch the preferences of the majority from agricultural labor to domestic work on farms. Hundreds of urgent letters have been received from farmers all over New York state and the states of New Jersey, Pennsylvania and Connecticut, asking for housekeepers and other house servants.

Contrasted with the supply, very few orders have been received so far for women farm workers. In fact, there is even a lull in the immediate call for male farm hands. The farmer, although he has considerably increased his acreage, is "getting along" with the help he has. In the latter part of June and during July there will be a rush of requests for assistance in harvesting, haying, picking fruit and berries. Much of this work (in the hay fields, particularly) will have to be done under a hot sun and the bureau advises that so far as possible, builders, construction workers, and other men used to the open air, be secured. On the other hand, certain tasks, such as weeding, berry and vegetable-picking, will be suited to women and to inexperienced men and boys.

The bureau of employment, at the same time, has sent out a warning against women taking men's places in offices and factories until the supply of male labor is exhausted. While there are instances of women replacing men, the bureau feels that there has been a great deal of exaggeration as to the necessity and demand. There is a slackening in the call for male workers in some few industries. Gradually, it is believed, a natural readjustment will take place.

The volume of work of the State Bureau of Employment for the month of May was the largest of any month since the offices of the bureau were opened, both as to the number of people referred to positions and the number of placements recorded. This is due to the demand for farm hands, hotel and resort workers and men for army service. Workers were furnished to build barracks and to supply military camps—such as building mechanics, cooks, waiters and kitchen men. The calls for clerical and professional help have not been heavy, although there was a strong demand for stenographers. The federal government is now using the state and municipal civil service lists of eligible stenographers from which to make selections.

GROWTH OF PROPORTIONAL REPRESENTATION

ONE of the most important actions taken by Mr. Asquith's government before it went out of office was the appointment of a conference of members of both houses of Parliament to report on the reform of the franchise, the basis for redistribution of seats, reform of the system of registration of electors and methods of elections. The report of the conference was made public at the end of January and was noted throughout the world for its limited approval of woman suffrage in the large cities. The recommendations contained in it regarding methods of election have, however, scarcely been noticed in the American press.

They were unanimous and include the redistricting of London and other large cities so as to create in those cities multi-member districts to which proportional representation could be applied; and for those enlarged districts they prescribe the "single transferable vote," that is, the Hare system. They also recommend the application of proportional representation to members elected from the universities.

Considering the representative character of the conference and the unanimity of its report on these points, it would have seemed natural that this part of the program should be embodied by the government in legislation before the first after-war parliament is elected. For, in the words of Mr. Asquith when he suggested the conference last August,

with regard to the parliament which is going to undertake the work of reconstruction after the war, it is eminently desirable that you should provide an electoral basis which will make that parliament reflective and representative of the general opinion of the country and give to its decision a moral authority which you cannot obtain from what I may call a scratch, improvised and makeshift electorate.

But the present cabinet seems to take the view that proportional representation is not an essential part of the scheme of

reforms advocated by the conference. Against this view, H. G. Wells and Earl Grey, formerly governor-general of Canada, among others, have protested in strong letters to the *London Times*. A bill embodying the reform was introduced in Parliament a few weeks ago with the understanding that the government would not take sides on it. This bill is expected to pass.

C. G. Hoag, general secretary of the American Proportional Representation League, informs us of three other important advances in the movement for that reform the world over. The Social Democratic party of Germany has included in its program a demand for it as a basis for elections to the Reichstag.

On May 10 the legislative assembly of British Columbia passed a bill, introduced by the premier, which gives municipalities the option of adopting the Hare system of proportional representation for their local elections. This is the first passage of an optional municipal proportional representation bill by any legislature in Canada or the United States. The act of Congress establishing a civil government in Porto Rico, approved March 2, provides for the election of five senators and four members of the House of Representatives at large by the single non-transferable vote.

Thus the principle of proportional representation is approved by Congress in connection with the government of Porto Rico. But, Mr. Hoag contends, the system must be applied to the election of at least one entire chamber of the Porto Rico legislature before it can be expected to give satisfactory results. The proposed non-transferable balloting also has other defects, as compared with the Hare system, which are set forth in the April number of the *Proportional Representation Review*.

A WARTIME "BIT" FOR THE FEEBLEMINDED

TRAINING the feeble-minded to useful labor is an important element in their institutional education. An opportunity for the spread of an interesting experiment in this field is believed by many institutional superintendents to be afforded by the present demand for an extension in farming operations to increase the food supply.

For several years Rome State Custodial Asylum, a state institution for the feeble-minded at Rome, N. Y., has trained its better grade boys and men to become farmers and has put colonies of them on owned and rented farms in the neighborhood of the institution, under the supervision of a normal man and wife who know farming. The first of these farm colonies was established ten years ago. Since then six others have been acquired, four of which are owned and three rented. Each has a colony of twenty inmates with a man and wom-

an in charge. All the work is done by the boys and the two employed people. Today the institution is operating 1,200 acres of land, 600 of which are owned and 600 rented. "These colonies," says the latest annual report of the institution, "are entirely self-supporting, including all expense and 5 per cent on the investment."

While the boys are living on these farms it is customary to spare some of them to help surrounding farmers. If a farmer has a rush job that he wants done, several boys are allowed to do it, and one of the brighter and older boys goes along to supervise them. The farmer pays ten cents an hour for the work of each boy and in this way, says Dr. Charles Bernstein, superintendent of the institution, "they are able to earn money enough to pay for all their clothing, to give them spending money and to pay for other little articles they desire, and also to put some money in the savings bank."

After they have lived for a year or two on these farms and made good records, many of the boys are sent out to work for private farmers under contract. They may even be sent to farmers in remote parts of the state. The farmer signs a contract agreeing to report on the boy's condition and progress every three months. He pays the boy \$10 a month for ten working months and gives him board and spending money. Fifty boys have been sent out in this manner within six weeks and 120 are out altogether. From the standpoint of the institution, the valuable thing to the boy is the training that he gets from this kind of life.

"The boys we train for farm work," says Dr. Bernstein, "will harrow, plough, cultivate, drive farm wagons, and do about everything that the ordinary farm hand will do. They need more supervision, of course, than the intelligent farm hand. We believe the time has come when the support of the defective and dependent classes must cease to be a burden on the state. On nearly every cross road in every township there are farms available for just this use."

This method of training mental defectives is followed to some extent by other institutions for the feeble-minded, but nowhere has it been worked out so fully as at Rome. It has been suggested that some of the insane in institutions could be used similarly. If this should prove feasible there might be found, it is estimated, as many as 5,000 insane in New York alone who could be used in extending agricultural operations.

At this time, when the labor of women, school boys and other groups of the population is being proposed as a partial solution of the problem of food shortage, there may be value in the experience with these feeble-minded boys at Rome.

CONFERENCES

SOCIETIES FOR ORGANIZING CHARITY

THE meetings of the American Association of Societies for Organizing Charity this year were largely devoted to a discussion of the relation of the societies to the problems in family work which result from the war. In the special meetings, both for general secretaries and for district visitors, the work of the societies connected with civilian relief was the principal topic. The necessity for having that relief under other auspices than those of the societies themselves was generally acknowledged; yet it was the common desire also that the officers of these societies should put the best of their experience in dealing with families at the disposal of the Red Cross civilian relief committees; that these trained workers, both paid and voluntary, should be transferred to their staff or serve on their committees.

At the annual meeting of the association, formal action was taken on these matters, and a resolution was passed that a letter be sent to its 166 member societies outlining what, in the view of the conference, is the logical relation of the C. O. S. groups to the Red Cross chapters in their localities.

Two other resolutions were passed. One called for every effort on the part of the member societies to prevent the breaking down of industrial laws on the false assumption that the present crisis demands it. In securing this legislation, many of the societies have taken an active part, and they will be ready to help develop public interest in safeguarding it. The second resolution was in favor of national legislation "prohibiting the importation, manufacture and sale of intoxicating liquors within the United States, except for scientific, medicinal and sacramental purposes, at least for the period of the war." These resolutions will be sent to the member societies with the request for such further action on their part as they may deem wise.

The meeting approved an increased budget for next year, providing for an additional field worker, in order that at a time when many of the societies will have especially difficult situations to face the association be of particular help to them.

It is just ten years since the field work for the charity organization societies was undertaken by the Russell Sage Foundation in connection with *Charities and the Commons*. At the morning meeting,

Francis H. McLean traced the growth of the movement during that period. The number of active and efficient societies with trained workers has more than doubled, with especial growth in the smaller cities and in the South. He also analyzed the differences in the programs of the societies in places of from ten to twenty thousand inhabitants, where often the secretary has to provide the only trained social leadership from those of societies in cities of over one hundred thousand, where the charity organization society is only one of a group of strongly developed agencies working together in a central council of social agencies. Whatever its specific activities, however, its program, to be sound, must grow out of its knowledge of and service to the dependent families in its city. For so it comes to know the real needs of the community and will be ready to take its part in securing action in any field—tuberculosis, housing, health, industrial legislation—either through its own committees or through separate agencies.

Mary E. Richmond spoke of the special need at this time of maintaining accepted standards of service to families

WAR RELIEF

Resolutions of the societies for organizing charity

THAT we believe that the joint collection of money for war relief and ordinary agencies is essentially unsound and unwise, since it will fail to impress on the community the need of maintaining all ordinary forms of social service and will leave the social agencies after the war without any financial clientele of their own, while, on the other hand, it is unfair for the social agencies to utilize the war sentiment as an easy way of obtaining support for their work;

That the societies should place themselves at the service of civilian relief committees in any practical ways which do not cripple their own necessary day to day work; that they should not, however, serve as agents for these committees, but should insist that such work be done under the banner of the Red Cross;

That the societies should keep in mind that the Red Cross directors have impressed upon their chapters the fact that Red Cross responsibility is not confined to the provision of material relief, but should include the highest type of family planning and personal helpfulness to the families of our soldiers and sailors.

and of developing a sense of professional solidarity. Joseph C. Logan, in opening the discussion, expressed his conviction that, no matter how the particular form of work might alter, there will always, in a democracy, be a place for "case work"—which he defined as the effort to secure for those who fall below normal the opportunities which democracy provides for the average man.

NATIONAL PROBATION ASSOCIATION

THAT family courts take over the work of children's courts and so-called domestic relations courts and coordinate all investigations and probation treatment of children and cases arising out of family difficulties, including non-support and divorce, was advocated in resolutions adopted by the National Probation Association at its ninth annual conference at Pittsburgh, June 5 to 7. A report urging the establishment of such family courts was presented by a special committee of the association, which has been investigating the matter during the past year. Judge Charles W. Hoffman, of the Board of Domestic Relations of Cincinnati, is chairman of the committee, which was continued to do active work during the coming year.

Judge Hoffman in his report to the association said: "The unit of society is not the individual, but the family. The causes of juvenile delinquency, dependency of children, desertion and non-support, pauperism, alcoholism, divorce and marital dissensions are inter-related. All these in a measure can be traced to some defect in the family, and that defect in many instances is so obscure that current methods of dealing with domestic relations fail to reveal them. It is apparent that to deal with the family effectively, to relieve present distress and to ascertain causes of disruption of the family and the causes of anti-social conduct in general, it is necessary that some court have power to deal with the family as a unit."

It was urged that the family court be under the direction of a single judge who, in the large courts, may assign the entire charge of certain classes of cases to specially qualified judges. The report recommends ample probation departments equipped with medical and psychological clinics.

The work of the Philadelphia Municipal Court was discussed in this connection by Jane D. Rippin, chief probation officer. This court is in many respects a family court. The evils of treating the parents and children in different courts with no interchange of records have been obviated to a large degree by the coordination of the court's work, especially of the probation department.

The committee on juvenile courts reported through its chairman, Roger N

Baldwin, that the cooperation of the federal Children's Bureau had been obtained for the making of a nation-wide study of the juvenile court in this country. The findings of this field study will be published.

The following officers were elected for the ensuing year: President, Mrs. Benjamin J. West, chief probation officer, Juvenile Court, Memphis; first vice-president, John W. Houston, chief adult probation officer, Chicago; second vice-president, Judge Charles W. Hoffman, of Cincinnati, Ohio; third vice-president, Herbert C. Parsons, deputy commissioner on probation, of Massachusetts; secretary and treasurer, Charles L. Chute, of the State Probation Commission, Albany, N. Y.

SOCIAL WORKERS AND RADICAL IDEAS

LAST year as a result of an informal meeting, addressed by Mrs. Florence Kelley on the relations between socialism and social service, a committee was appointed by the meeting to arrange for similar gatherings at the Pittsburgh conference. The committee consisted of Mrs. Kelley, Hornell Hart, Graham Taylor, Roger N. Baldwin and Oscar Leonard.

The first meeting was held on Friday afternoon, the speakers being Roger Baldwin, Bolton Hall, Raymond Robbins, Oscar Leonard. The movements discussed were: Socialism, single tax, anarchism, syndicalism and the I. W. W. A good deal of time was devoted to a discussion of the unit plan and its relation to socialism. Jessie Bogen, who made her maiden speech, emphasized the point that the unit plan is no more socialistic than any other form of social work.

Robert A. Woods, in the course of the discussion, expressed the desire that such meetings should be an integral part of the national conference of charities and correction and not "side shows."

On Saturday afternoon another meeting of the series was held with Morris Hillquit as the principal speaker. Mrs. Kelley presided and also delivered an address.

The attendance at these meetings demonstrated a deep interest by social workers in radical movements, and in all likelihood more of them will be held in the future.

NATIONAL FEDERATION OF SETTLEMENTS

FOR the seventh year—and for the second time at the countryside Lillian Home of Kingsley House, Pittsburgh—the settlements met in their national federation from June 3 to 6. It was a joint session with the National Association of Music School Societies, whose representatives on the program were settlement workers and added

WAR RESOLUTIONS

Adopted by the settlements

WHEREAS, our country is involved in a war for the definitely avowed purpose of "making the world safe for democracy," therefore,

Resolved, that while a small minority of our number opposes, on conscientious grounds, all warfare, the National Federation of Settlements hereby records its loyal support of the government in the prosecution of the war to a successful issue; and further

Resolved, that the federation unanimately expresses its conviction that true patriotism requires the greatest vigilance in order to safeguard democratic institutions during the progress of the war.

We recognize that the exigencies of the situation require, to a certain extent, governmental control of industrial, commercial and social life, but we affirm that to the greatest possible extent the rights of free assembly, free speech, a free press, and the freedom of conscience must be preserved. We urge the importance of exercising the greatest calmness and discretion in dealing with these issues of fundamental democracy. We conceive it to be our peculiar task to oppose in our neighborhoods every attempt to sow the seeds of disloyal and illegal action; and at the same time to uphold the right of honest discussion of questions of public policy, to the end that we may not lose the very soul of democracy in undertaking its defense.

much to the fellowship of the occasion by their singing and playing. The registrations included 118 women and 51 men, representing 94 organizations in 33 towns and cities, scattered over 17 states and provinces, from Massachusetts and Canada on the east to Kansas and Colorado on the west, and Tennessee and Georgia on the south.

Keynotes were struck in the opening addresses of Gaylord S. White, of New York, emphasizing the preponderance of good over evil as seen from the close settlement contacts with humanity; and of John L. Elliott, who charged the settlements to strive to develop a "democracy which shall be safe for the world."

A preliminary forecast of an inquiry concerning the "preadolescent girl" reported studies undertaken during the year at 35 settlements by 350 of their workers among 9,900 girls of 13 principal nationalities and many minor ones, living in communities both small and large. The returns from the carefully drafted questionnaire were made by school principals and visiting teachers, nurses and domestic science instructors, mothers and members of parent-teacher associations, court officials and charity workers, as well as settlement residents; while experts in vocational guidance, recreation, social research and psychopathic science acted as consultants.

Harriet E. Vittum, chairman of the committee, reported that the conclusions drawn from this data would deal with the little girl at home, at school, at play, in the neighborhood, and as related to the settlement. A similar inquiry concerning the preadolescent boy was called for after T. W. Allinson demonstrated the lack and need of a more definite knowledge of that small boy who is the large problem of every community. The discussion of what the New York Police Welfare Bureau is doing through the Junior Police and what motion pictures do against the boy, and might do for him, drove the subject home to every heart and conscience.

The unanimous declaration of the attitude of the settlements towards the war was reached only after a free, full and independent expression and consideration of all the divergent views drawn forth by prolonged discussion.

The officers for the ensuing year are Graham Taylor, president; Frances M. Ingram, vice-president; Robert A. Woods, secretary; Albert J. Kennedy, assistant secretary; and W. E. McLennan, treasurer.

NATIONAL ASSOCIATION OF JEWISH SOCIAL WORKERS

THE meetings of the National Association of Jewish Social Workers in many respects presented the aspect of a large family talking over the ways and means of mutual helpfulness. The camaraderie and fraternal spirit of the delegates present gave zest to the deliberations. The year was a fruitful one. New things have been started. The most important of these is the field bureau, with Boris D. Bogen, dean of Jewish social workers, at the head. The bureau was conceived by the National Association of Jewish Social Workers at a previous conference, when the social workers pledged the first five hundred dollars toward its budget. Early in 1916, the bureau was opened in Cincinnati. The field secretary, Dr. Bogen, during the year visited twenty-two communities, where he was invited to give his counsel and the benefit of his experience.

The field bureau also started a transient registration for Jewish transients with a view to finding out the extent of Jewish migration in America and perhaps finding a remedy for it. Maurice B. Hexter, of Cincinnati, in a paper on the transient, looked into this problem broadly and tried to evaluate the meager figures so far in the possession of the bureau.

Another important work of the field bureau is the organization of the National Jewish Tuberculosis Commission, which will handle the entire tuberculosis problem among the Jews of this country, operating also a registration bureau of Jewish tuberculosis patients.

A committee was appointed to work out standards for Jewish social workers for the purpose of establishing a registration of social workers along the lines of registration of nurses. This committee is to make its report next year in Kansas City.

Among many interesting subjects discussed was that of Americanization, following a paper by Dr. Bernheimer, of Brooklyn. Dr. Aaronson, of Baltimore, pointed out that Americanization can never be done successfully at the expense of deJudaization and that the Jewish immigrant can be a good American only while he remains true to his Judaism.

Judge Harry M. Fisher, of the Chicago Morals Court, delivered a stirring address on the social aspects of the court, and expressed a hope that the day will come when the social worker will handle much of the work now handled in our courts.

AMERICAN MEDICINE FOR PROHIBITION

IN opening the convention of the American Medical Association in New York last week, the new president, Dr. C. H. Mayo, of Rochester, Minn., sketched the progress of the profession in this country, showing how its discoveries and devotion have placed its members on a par with the much-lauded scientists of other lands. The increasingly social outlook of physicians, shown by their interest in social insurance and social service; the ever stricter demands of medical education; the great significance of public health—"disease can be checked by order"—and the importance of having a physician among the cabinet officers, were some of the topics of his address. Dr. Mayo urged national prohibition:

No one except the policeman sees more of the results of overindulgence in alcohol, demonstrated by pauperism, sickness, immorality and crime, than the physician. Medicine has reached a period when alcohol is rarely employed as a drug, being displaced by better remedies. Alcohol's only place now is in the arts and sciences. National prohibition would be welcomed by the medical profession.

Col. T. H. Goodwin, ranking British medical officer in this country, urged the strictest public health measures throughout the country during war. The experience of England had shown that increased sickness follows the movement of large numbers of the population. Men from rural districts tended to become ill on being transferred to the city, and often vice versa. But an army is of no use unless it is protected from epidemics. He acknowledged the assistance that America was already giving through the medical, nursing, and public health professions, and added, simply, "We need it; indeed we do."

A strong plea for sanitation of home areas, especially the rural sections of the country, was made by Dr. William C.

Rucker of the federal Public Health Service, which has charge of sanitation around training camps. Infections which the country managed to live along under in times of peace become impossible of endurance under the special strain of war. Dr. Rucker urged that all members support the joint resolution No. 163 now before Congress, and at the close of his address a motion was made that the section on Preventive Medicine ask the American Medical Association in convention assembled, to memorialize Congress in favor of this resolution. The joint resolution would create a reserve in the Public Health Service of trained sanitarians who could be rapidly mobilized and could deal at once with an emergency in any part of the country.

An entire session of the convention was given to poliomyelitis. The main problems of diagnosis and treatment were given [the SURVEY, June 9] and illustrative clinics held in several centers by Dr. Lovett of Boston and others. Opinion in the conference was divided between theories of "direct transmission," and indirect. That is, whether infection is given from person to person or is passed on by an intermediate host, animal or insect. But it seems probable that not again will the disease get such a start as it did last year.

Not all reports of the association's official action are yet available. But, perhaps, widest attention will be given to the continued report of the association's Committee on Social Insurance, the first report of which, presented at the convention a year ago, concentrated upon health insurance. The present report reviews the findings of the several commissions on health insurance, and also other fields of social insurance developed abroad and of compensation against accident in the United States. After voluminous quotations from all available sources, Dr. Alexander Lambert's comment is:

All these quotations seem to show that the laws have accomplished what they were designed to do. But they have not accomplished results for which they are often held responsible, and for which they were never designed. . . . That is, these laws have been designed especially to relieve the distress and strain of want when the income of the family ceased through accident or sickness to the wage-earners or when the income of the wage-earners of the family ceased through invalidism or old age. These laws were not designed to cure pauperism, nor were they designed as a cure of poverty. . . .

Wherever introduced accident insurance has materially contributed to industrial safety. Sickness and invalidity insurance have resulted in the improvement of hygienic conditions of life and work. The better treatment of the sick has improved the general health and prolonged the life of the workers. Unemployment insurance has stimulated regularization of conditions and of unemployment through organization of public employment bureaus.

The committee closes its report by offering resolutions that the study of

these conditions be continued and that so far as may be possible that the association cooperate in molding legislation so that the health of the community may be safeguarded and the interests of medicine be protected. A further resolution insists that any legislation shall provide for the freedom of choice of a physician by the insured; payment in proportion to the work done; separation of the function of official medical supervision from the function of the care of the sick; and representation of the medical profession on the appropriate administrative boards.

Dr. Lambert, who has been for two years chairman of the committee studying this subject, has given up his practice in New York city and leaves at once for France to become medical adviser to the War Relief Commission of the Red Cross in France and Belgium.

NATIONAL CHILDREN'S HOME SOCIETY

TWENTY-SIX of the thirty-two societies affiliated were represented at the annual conference of this society, held at Pittsburgh June 4 to 6. Among the more important topics considered were "juvenile courts and child-caring agencies," "the development of rural nursing," "the relation of child-caring agencies to the natural family," "ways and means of preventing separation of child and family."

Perhaps the chief item of interest was the change of the policies and of the name and scope of the conference itself which hereafter will be known as the National Children's Home and Welfare Association. From being an exclusive group of child-placing agencies it now becomes a nation-wide conference of all child welfare organizations, institutions and agencies—for conference purposes only—and any child welfare agency in the country doing meritorious work can become a member. Provision is also made for membership of individuals as associates.

No new state societies were accepted into membership, though several applied, it being held that certain standards and conditions must be met to assure eligibility.

The conference was the largest in attendance and the finest in spirit ever held. Every effort will be made during the coming year, according to the officers, to enlist the support and interest of all American child welfare agencies and institutions in the big conference to be held next year.

The next annual meeting will be held in Kansas City. The following officers were elected: D. F. Shirk, Kansas, president; S. W. Dickinson, St. Paul, Minn., vice-president; W. S. Reynolds, Chicago, secretary and treasurer; Marcus C. Fagg, Florida, assistant secretary and press and publicity director; D. C. Hutchins, Chicago.

(Continued from inside front cover)

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CONTENTS for JUNE 23, 1917

VOLUME XXXVIII, No. 12

The GIST of IT

CONTRIBUTED ARTICLES

Farm Training for Negroes	267
Looking Forward	ROBERT A. WOODS 269
The Task of Civilian War Relief—IX	270
From the Oldest of Democracies to the Youngest	272

COMMON WELFARE

Cleaning Up the Camp Cities	273
Alcohol	273
Prohibition Bills before Congress	274
The Case for Exempting Gifts	274
Arguments against the Exemption	275
The Minister of Social Welfare	276
Social Service and War Service	276
Position of the Trade Union Women	277
Fresh Air for Berlin Children	277
Recruiting Social Workers from the Church	278
Helping Negroes Help Themselves	278
The History of Polio in 1916	278
Miners Represented on Coal Committee	279

COMMUNICATIONS	279
----------------	-----

JOTTINGS	280
----------	-----

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BOTH SIDES THE ATLANTIC

RELIEF has been sent abroad in great sums and is shortly to be sent in greater. But we have scarcely known of the backwash of it—the reservists' families here tided over their hard times by the consuls and relief funds of France, England and Italy. Seventeen hundred such families live in New York alone. A description of their plight and of the help given them in

An Early Issue of the Survey

MONEY makes the war go. Last week the liberty loan of two billions was vastly oversubscribed. This week the Red Cross is out for one hundred millions—such a relief fund as was never raised before. The American Jewish Relief Committee will, by the end of this month, have raised more than half of its ten million dollars. Scores of foreign relief funds are actively in the field. And next week the Y. M. C. A. will set out for another million to be added to the three already in hand for its religious work and recreation in the training camps.

WAR money comes easy. But it is feared there's hard sledding ahead for the plain causes that do not wear khaki—the charities, churches and colleges. Congress has been asked to come to their rescue by exempting from the income tax the gifts made to them. The arguments for exemption were put before the Senate by Dr. Lindsay. And the arguments against it were advanced by social workers at Pittsburgh. Page 274.

SPEAKING for the oldest of democracies to the youngest, Senator Root told the Russians of the great measure of good will which the American commission is charged to put at their disposal. We are concerned with the outstanding fact of their new democracy rather than with its excruciating growing pains. "As we have developed our institutions to serve the needs of our national character and life," said Mr. Root, "so we assume that you will develop your institutions to serve the needs of Russian character and life." Page 271.

THE first woman member of a ministry is a Russian and she is minister of social welfare. Page 276.

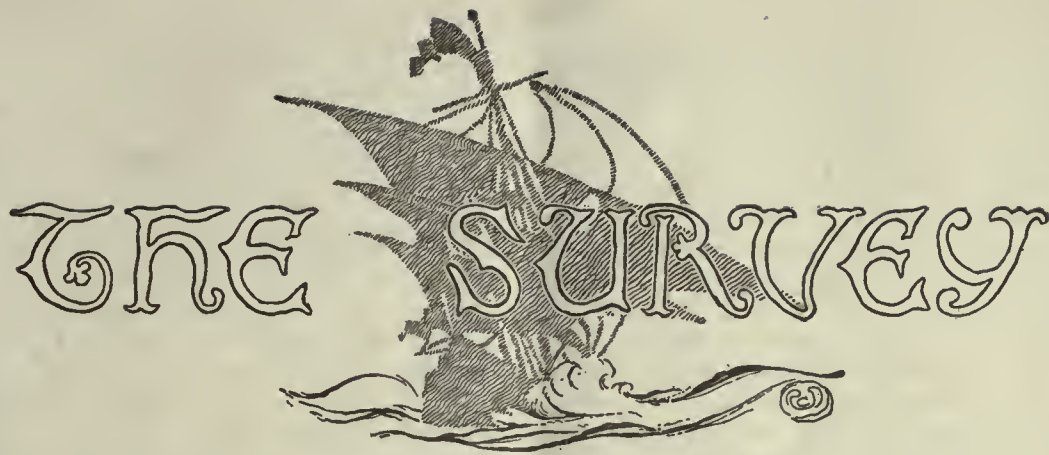
JUST at the time when the whole world's stomach is beginning to gnaw at its ribs, the government publishes its elaborate survey of Negro education, advocating agricultural training. From a beginning in gardening, it goes on to a two-years' course for the older colored children of the South, most of whom will live on small farms, to a four-years' course for the more ambitious young men who may manage large farms, with home economics for the girls, manual training for all and, at the top, three fully developed colleges. Page 267.

CONGRESS has before it as many brands of prohibition as the unregenerate have of fancy drinks. The evidence of thoughtful observers added to, this week, by ninety visiting nurses in Boston. Page 274.

TWO of the best established of the old military conventions—that the soldier must drink and that the army must have camp followers—have been officially denied the past month. Congress has enacted and federal officials are enforcing a law prohibiting the sale of liquor to men in uniform. And now Secretary Baker has closed two of the most conspicuous open vice districts in the country—at San Antonio and El Paso—by notifying them they must clean up or lose the training camps in their suburbs. Page 273.

WITH the help of three books, which are named, a belief that health can be promoted, an understanding that a sick person is first of all a patient—not a delinquent, even though he have venereal disease—and patience, the civilian war relief visitor can achieve real sanitation and health in the families she is privileged to visit. Page 270.

THE year ahead as foreseen by Robert A. Woods. Page 269.



Farm Training for Negroes

The Essential Factor in Colored Education in the South

THE two-volume report entitled *Negro Education: A Study of the Private and Higher Schools for Colored People in the United States* and issued in Washington this week by the United States Bureau of Education, comes at a time when the awakened national consciousness widens the appeal of any comprehensive statement of an element so intimately bound up in America's potential strength as is the Negro problem. The fact that the rural South is drawing so largely on the rest of America for farm products at a time when the food surplus is jealously guarded, only heightens public interest in conditions below the Mason and Dixon line.

Thomas Jesse Jones, specialist in the education of racial groups, has spent the past three years in an intensive investigation of the 625 private schools and the 122 higher public schools for the Negro, the survey being made possible by the cooperation of the Phelps-Stokes Fund with the federal bureau. As a background for this task he has also studied the elementary school systems of the sixteen southern states and has collected official reports and statistics, so that he is able to throw into relief the concrete results of fifty years of state and philanthropic activity for the education of the Negro. Further than that, the many months spent in personal field work by him and a staff of expert assistants enable him to weigh nicely the factors now at work and to present a general policy for bringing teamwork into the mushroom growth of schools. This is how he states the needs and the method of meeting them:

The education of the Negroes in the United States involves much more than the instruction of a people fifty years removed from slavery. It involves the adjustment of that group to the economic, civic and spiritual possibilities of a democracy. Never was greater opportunity for service offered to any nation than that presented by the need of the American Negro for an education that will fit him to undertake the responsibilities of life in the twentieth century. Never was there a more searching test of democratic ideals than the present necessity of a wise adjustment of the hopes and aspirations of 10,000,000 black people, and the standards and principles of the 90,000,000 white people of the United States. . . .

Though the movements herein outlined are but slender beginnings, they are deeply significant. They indicate that democracy's plan for the solution of the race problem in the southland is not primarily in the philanthropies and wisdom of northern people; nor is it in the desires and struggles of the colored people; nor yet in the first-hand knowledge and daily contacts of the southern white people. Democracy's plan is in the combination of the best thought and the deepest sympathy and the most abiding faith of these three groups working with mutual faith in one another.

It is just because he sees the need for something more than book-learning that Dr. Jones takes issue with a great deal of what is being done by the South, the Negro and the North (which is pouring more than \$2,500,000 a year into southern schools) for the education of the 8,500,000 colored persons in the South. He shows that the South is 77.5 per cent rural, the Negro population being 80 per cent rural; that there are about 3,000,000 colored persons engaged in agricultural pursuits, cultivating upwards of 100,000,000 acres; that, as owners and renters of land, the Negroes are farming 41,500,000 acres, or twice the amount of land tilled either in Virginia or in New England; that, in short, it is in the country districts that the Negro has made his most remarkable progress yet still presents his most pressing needs.

Despite this clear-cut proof that the problem of educating the Negro is primarily a rural one, the public and private schools for the colored people ignore the fact, with a few notable exceptions. Although Dr. Jones explains at length the various conditions which have made for a slow development of public education for the Negro in the South, a careful reader of the report cannot escape the feeling that the only real contribution which the elementary public schools have made in the past fifty years has been a large share in reducing the illiteracy rate from approximately 100 per cent to 30 per cent. Even in this primary step in education they have been aided by the schools supported by northern contributions or by the sacrifices of the Negroes themselves; yet Dr. Jones justly points out that the private schools have been less active in this field than is generally understood in the North.

As for the southern conception of literacy, it can be surmised when one learns that more than one-half of the 30,000 teachers in the colored schools have had as preparation for their work an education equivalent to the first six elementary grades or less. Supplementing the elementary schools are 122 secondary institutions for which the South appropriates a third of a million dollars annually. Not only is this provision for higher education inadequate, but the authorities exercise an interest in and supervision over the existing schools, that is far from satisfactory.

Turning to the 625 private institutions, Dr. Jones rates only 266 of them as essential parts of the educational systems of their respective communities. Not only do they provide a large part of the existing opportunities for secondary

education for the colored people of the South, but they form practically the sole means for their collegiate training. Splitting the whole group of 625 schools into their component parts, it is found that 118 are maintained by independent boards of trustees. This division includes the 85 institutions which make a pretense of teaching agricultural training and which together employ only 115 teachers of agriculture. The next division is that of the 354 schools maintained by white church boards, and here even less emphasis is placed upon teaching pupils from the farms how to farm. The third division, that of the 153 institutions under the control of the colored denominations, ignores to all intents and purposes both agricultural and industrial instruction. More Latin and Greek are taught than in the schools of Massachusetts. On this question of an educational policy which fails to adapt itself to the community needs, Dr. Jones says among other things:

Preparation for rural life is the greatest educational problem of the white and colored people of the South. The rural education of the Negro is absolutely essential, not only to the welfare of the race, but also to the successful development of the southern states. Though rural opportunities are perhaps least appreciated by the educated group of colored people, they are those in which the Negroes are making their most remarkable gains. Rural life represents both the best progress and the greatest needs of the colored people. All plans for their improvement must give large consideration to the problems of the rural Negroes.

Important as this phase of education is, both to the South and to the colored people, the public and private facilities provided are very inadequate. Other than the agricultural and mechanical schools, largely maintained by federal funds, the states make practically no provision for agricultural education. Of the private schools, Hampton Institute, Tuskegee Institute and a few smaller institutions are making a genuine effort to prepare pupils for rural life. With very few exceptions, however, the colored schools have failed to develop an interest in rural problems. The large majority have not even tried.

The explanation of the indifference is in the conviction of the colored people that the way to prosperity is the study of literary subjects and especially the classical languages. In this way they are following the example of the white people, who are only now beginning to see the error of their belief. This conviction is emphasized by the life of drudgery which the pupils in colored schools have always seen to be the lot of colored farmers. Their own limited education, also, makes them loath to lose any opportunity to master the wonders of the printed page.

A partial explanation for the failure of the schools lies in poorly prepared agricultural teachers who have themselves only a weak-hearted belief in rural life. With inadequate training and a lukewarm interest in their subject, these teachers have endeavored to make use of large farms in their educational efforts. Failure was inevitable. The emphatic conclusion of this study is, therefore, that the first step in rural education should be the enthusiastic advocacy of the theory and practice of gardening for every colored pupil.

Starting with the simple courses in gardening, which require no great amount of preparation for the teacher and no heavy expense in plant, Dr. Jones would then build up an educational pyramid of which the next step would be schools giving two-year courses in agriculture for the older children, most of whom will live out their lives on a 30- or 40-acre farm; next, institutions providing four-year courses for the older boys who are ambitious to manage large farms or to become themselves teachers of agriculture. Naturally, his scheme provides also for a similar development in the teaching of industries. While the children are learning gardening, they should also be taught manual training; those who go on into the higher schools, should learn the simple processes of, say, blacksmithing and carpentry while they are being given the two-year farming course, and so on. As for the girls, they, too, should start with gardening and then, as they advance in

school grade, get ever wider practice in household economy and the domestic sciences.

It is apparent that Dr. Jones places his greatest emphasis on the agricultural and industrial end because his investigation has proved to him that the educational policy for the southern Negro has over-emphasized the literary and collegiate side and that it must be brought back to a just equilibrium. He urges, however, the importance of having adequate collegiate provision for a race of 10,000,000 persons who must develop their required quota of business and professional men and especially teachers and ministers who will have the background and training to lead their race. To this end he presents an outline for the reorganization and development of the higher scholastic and technical facilities. He finds that many of the so-called colleges have neither the income, equipment, faculty, nor even the student body to measure up to collegiate standards. Such institutions he would make into good secondary schools, concentrating upon Howard University, Fisk University and Meharry Medical College as the three institutions now worthy to be developed into colleges of the first grade. So developed, he says, they will take ample care of the present collegiate requirements of the race.

Dr. Jones presupposes through his entire argument the necessity that the public school systems of the southern states be developed as rapidly as possible to assume the entire responsibility for the elementary education of the colored people, thus freeing the private institutions for the special phases of higher education for which they are pre-eminently fitted. He states emphatically that the time has come to call a halt to the establishment of any more private schools, and to concentrate upon the development of the existing institutions of greatest promise.

In urging that the North continue its notable record of generosity in the gifts both of money and of devoted men and women who have consecrated their lives to teaching the Negroes in humble schools throughout the South, Dr. Jones makes of his second volume a handbook for the guidance of the prospective philanthropist; he discusses each private school in turn and appends his recommendations for its future development, or, in some few cases, for its discontinuance.

Potential contributors who want to know what sort of support their gifts will receive from the state school systems will find some interesting reading in the statistics cited in the first volume. These figures are compiled from official reports and they show, among other things, that the colored public schools are getting on the average one-fourth of the appropriations which they would receive if the state funds were divided between the white and Negro schools on the basis of relative populations. This comparison applies to the elementary schools; in the apportionment of funds for the state secondary schools, the Negro gets about one-seventh of his due. The inequality in some of the Black Belt counties expands, in the case of the elementary schools, to the point where for every \$22.22 spent on the education of a white child, \$1.78 is allotted to the Negro. But Dr. Jones testifies to a growing sense of duty among the progressive southerners to measure up more fully to their responsibility to their 8,500,000 black neighbors, and he has "an abiding faith" that the North, the South and the Negro are equal to the task of straightening things out if they will pull together for the sake of the democracy.

Looking Forward

A New Name and a New Era in the National Conference

By *Robert A. Woods*

PRESIDENT-ELECT OF THE NATIONAL CONFERENCE OF SOCIAL WORK

WHETHER a year hence we are in the depths of war—and we must act as if this were certain—or on the threshold of a world-wide period of reconstruction, the intense and profound sense of the reality, in the face of the total situation of nearly all that the conference includes, must be maintained and developed. The projection of this new emphasis on into the coming years represents an opportunity of unparalleled importance.

A fresh recognition of the great part to be played by the volunteer was a striking phase of the discussions at Pittsburgh. Everyone is today called to wartime duty. The agencies represented by the conference must be relied upon to provide training and leadership for all outside the military ranks who come forward to re-enforce the army and sustain the fabric of the nation. It is to be hoped that when we meet a year hence at Kansas City each section—laying aside all restricted professional traditions—will be able to present reports and forecasts covering considerable new projects for the use of volunteer service.

The war, as Bishop Canevin pointed out, is serving to lessen the isolation of the different religious communions from one another. There is good prospect that next year there will be a fuller participation on the part of direct representatives of the church in its various branches than ever before. This will mean sound progress toward distinctively present-day ethical fruitage on the part of religion and toward a freer and higher spiritual note in social work.

The war places the last exaction upon science. The conference just finished drew more fully and broadly upon the expert than ever before. The next conference, coming to its problems with ample notice of their immeasurable seriousness, should, at every point when technical questions are involved, secure the services of the ablest specialists in the country. The readiness with which the leaders in scientific achievement are found to adapt themselves to the point of view of the conference is a reassuring tribute to both.

Lay the axe to the root of the tree is henceforth more clearly the sentiment of the conference, with a form of organization that makes the application more certain. One permanent section, in particular, is to be devoted to the issues of industrial democracy and one to the coming on of the people in the local community; but the true value of the radical movement in the conference will come as it sympathetically and constructively permeates every section. Let there be placed continuously before every phase of activity represented in the conference the necessity of the deeper analysis, the broader assembling of evidence and the resolute prosecution of penetrating, comprehensive plans. It is now happily clear that every positive program, however alien in the past, will have full rights in the conference. It is definitely hoped, however, that the broader platform will induce a general spirit of appreciation and approximation rather than anything of underestimate and recoil.

The new name of the conference is organic, creative. It has

regard to all the complex issues and all the cumulative powers that go with the network of human relations. At last fully concerned with every outward phase of this protean fabric, the conference takes this step at a moment when both baffling problems and new revelations are coming as to the inner mazes of the human spirit. In this new, as well as in the more familiar directions, the lessons of the war will be such as form a greatly altered perspective, which the conference should be keen to follow.

Not merely the ascent to a bare normal existence, not merely the prevention of evil and suffering, but the exaltation and the fulfilment of life for all, is henceforth unmistakably the motive of the conference. Let it be understood on all hands, however, that in a peculiar degree we recognize and rejoice in that fundamental nucleus of our loyal fellowship who go to meet the deepest and saddest needs, sorrows, sins, and while daring to work, step by step, toward bringing the victims of the dark forces of life to their rightful human portion, uncover the clues by which these enemies of mankind may be opposed and ended.

The determined unanimity with which the conference urged national prohibition for wartime and reconstruction period shows how fundamental is the common interest which unites its vast and varied constituency. It may be that by another year much of its best thought will be concentrated upon the almost unimaginable prospects that would lie before every branch of social work without the endless ramifications of the curse of alcohol.

The most effective maintenance of the nation at war must be the central and dominating consideration; but if within the year there are genuine prospects of the great truce, the historic question taking precedence of all others will be: How can the war be paid for; how can the world be restored? When all the resources in reserve are inventoried, it will be found that in the wide and bold application of the principles and methods of social work lies the greatest potency for the recovery of both man and money power even to the degree in which they have been destroyed. Here in any case is a suggestion of the measure which the conference should apply to the future of its field of service.

The group of men and women who fifty years ago in London laid the foundations of organized charity and of the work of the settlements, began with "the principle of locality." They sought to reconstruct the neighborhood unit. But they proceeded to articulate neighborhood to neighborhood into a new and humanized city formation. And this was only a next step. Their underlying watchword was nothing less than "the whole nation organized for righteousness." Some of the founders of the National Conference of Charities and Correction, their American contemporaries, in the new national consciousness following the civil war, had much the same purpose. In the present crisis the forces of history seem in many ways to be preparing a state of things in which this prophecy might be brought to pass.

The Task of Civilian War Relief¹

IX

THERE are three books which every Red Cross civilian relief worker should read. They are: *A Layman's Handbook of Medicine*, by Dr. Richard C. Cabot; *Health and Disease*, by Dr. Roger I. Lee, who occupies the chair of Hygiene at Harvard University; and *How to Live*, by Professor Irving Fisher and Dr. Lyman Fisk.

These books are important not because they discuss the treatment of disease, but because they tell about the maintenance of health. Indeed, one of the most valuable functions of the civilian relief worker will be helping those under her care to keep well.

Despite the vigorous campaigns for the prevention of disease and for sanitation and personal hygiene, most people still put off taking thought about the proper care of their bodies until after they have had the importance of so doing emphasized to them by an attack of sickness. Therefore, although the social worker should not wait until disease makes its appearance in a household before showing a family how to live hygienically, she ought not to fail to use the educational opportunity afforded by the interest in health that an experience with sickness arouses.

When in Doubt Call the Doctor

THIS fact makes medical examination all the more important. When the civilian relief worker observes the symptoms of disease she should encourage the family to consult a physician. In many cities the leading doctors are volunteering their services to the Red Cross Civilian Relief Committee, so that the wives and children of soldiers and sailors may be sure of receiving the most competent medical advice available.

Social workers have found that a diagnosis in writing is far more effective than one made verbally. The New York Association for Improving the Condition of the Poor has a special blank which it asks the doctor to use in recording the results of examination. This card has room for the name of the dispensary and of the doctor; the name, age, address, occupation of the patient, and the date. It then provides for the following medical statements; temperature, pulse, respiration, weight, past history, present illness, diagnosis, prognosis, does patient need hospital or dispensary care? When? Is present occupation injurious? Country outing advisable? Treatment suggested, remarks.

The civilian relief worker may not be able to diagnose a patient's condition. She can, however, help in carrying out the treatment suggested. If hospital care is required, if an outing in the country or rest in a convalescent home is necessary, if a special diet is needed, she should see that it is obtained. She should cultivate the point of view of the nurse in feeling that doctor's orders must be carried out and carried out promptly and effectively.

Usually the homes in which there has been sickness or in which there is sickness or danger of sickness, will be the homes most ready to take advantage of any sanitary and hygienic measures that may be suggested. This was illustrated by the

way in which infant mortality from general causes was reduced last summer in New York when the presence of poliomyelitis made everyone realize the importance of prophylaxis. The health of the child is the most effective argument for convincing people of the necessity for a hygienic home.

The elements of household hygiene are relatively simple. The refrigerator, if the family has one, should be cleaned thoroughly every week with hot soapsuds. There is no value in putting clean milk into a dirty refrigerator. Milk must always be kept covered in order that it may be safeguarded from flies, dirt and dust. All containers of milk should be carefully cleaned and boiled.

Garbage should be kept in closed receptacles. All food should be put away between meals and should be covered. While many homes may not have bathrooms, nearly all will have their own closets. These should be washed daily. A brush should be used for this purpose and the closet should be flushed with soda hot enough to boil.

Personal hygiene is essential for everybody, but most of all for the expectant mother. The civilian relief worker should see that such a mother does not overwork and that she has nourishing food. The mother should be examined by a physician and should return for observation as often as necessary. The importance of breast-feeding should be emphasized. This means that if possible the baby should not be weaned at the earliest before it is six months old. In many cities there are milk stations, infant welfare stations, health stations and the like, where the mother can go for consultation and advice. Social workers have made the most successful use of these stations when they have taken the mother there and introduced her to the nurse in charge, or when they have made special arrangements to have the nurse call at the home. For many women it is not easy to meet strangers and some such procedure as this makes a pleasant introduction.

Obvious though it may seem, there are hundreds of mothers who do not realize how necessary it is that their children should have an abundance of sleep. Children should be in bed by eight o'clock and of course their windows should be kept open. Many women are converted to sleeping with open windows by being told that at night there is less dust and the air is therefore cleaner than in the day time.

The Tubless Family

WHERE there is no bathtub, bathing becomes an effort, especially when the family is large. The taking of a sponge bath, at least once a week, however, should be encouraged. Nervous children should be given a warm bath before they go to bed. If there is no tin tub the laundry tubs can be requisitioned. It is good to encourage the bathing of the neck and chest of the child in the morning.

The finger nails of most children are allowed to be long and dirty. To keep them short is to make cleanliness easier. The tendency among many families is to overclothe the children. This is especially true where there are babies. Care should be taken to see that the clothing is not too tight, but that it is loose and comfortable.

One of the best ways of being sure that the children are using the tooth brush is to comment upon the condition of the teeth. With girls it is enough to say something about how good looking the teeth are. The importance of clean

¹This article, the ninth of a series on civilian relief, is based upon two lectures delivered by Bessie S. Le Lacheur, superintendent of the Bureau of Educational Nursing of the New York Association for Improving the Condition of the Poor, as part of the course on civilian relief now being conducted in New York with the sanction of the American Red Cross by the New York School of Philanthropy. The articles are being written by Karl de Schweinitz, of the New York Charity Organization Society.

teeth to a strong physique is the argument that appeals to boys.

Constipation is one of the ways in which many sicknesses get their start. To avoid it, coarse food should be included in the diet. Cereals, fruits, stewed fruits, green vegetables should be eaten, plenty of water drunk. Exercise, and particularly for adults, abdominal exercise should be taken and the habit of regularity in going to the toilet should be cultivated.

Pediculosis, that is, the presence of vermin in the hair and scalp, is more frequently met with by social workers than is generally known. Once the head of a child becomes infected, it is a tedious undertaking to rid the boy or the girl of the trouble. One remedy is to wash the head at night with kerosene and oil in equal parts or perhaps with a little more kerosene than oil. In the morning a thorough shampoo should be given. This kills the vermin but not their larvae. A brush and hot vinegar will take most of them from the hair and the remainder must be picked off.

When sickness comes into a home the doctor will of course diagnose and prescribe. There are, however, certain ways in which the social worker can be of help. The mother should, for example, be urged to put a sick child into the airiest and best lighted room. Only too often the family allows the child to lie about in the kitchen when it should be undressed and put to bed. Almost without exception, the first thing to do for a person who is ill is to administer a laxative. Castor oil is to be recommended.

Upon the mother and the other members of the family the importance of care in the disposal of all discharges from the body should be stressed. Stools and urine should be promptly gotten rid of. Dishes and clothing used by the patient should not be generally handled and should be washed separately. The patient should be kept apart from the other members of the families and not kissed and fondled, as is so commonly done in many homes. The hands of the person attending the patient should be scrubbed frequently, plenty of soap being used. Especially before eating or handling food should the hands be washed. The mouth must be protected from receiving any bits of mucus that might be scattered by the coughing, spitting or sneezing of the patient. If the patient is not careful to turn his head away, the visitor should be sure to turn hers. Proper care is all that is needed to prevent the spread of communicable disease. So generally is this fact understood in hospitals that it is considered to be bad form for a nurse to get typhoid from a person for whom she is caring.

Visiting Scrub-Women Have Kept Well

THAT it is possible for a person with little medical experience or education to follow these instructions successfully is shown by the success of the visiting cleaners of the Association for Improving the Condition of the Poor. They enter a great variety of homes in order to do the scrubbing that the mother cannot do; yet they have neither contracted nor carried any communicable disease in the course of their work.

The presenting symptoms of tuberculosis—loss of weight, coughing, night sweats—are now almost universally known. The first step toward the successful treatment of consumption is an early diagnosis. When the social worker suspects this disease she should insist upon examination by a competent physician.

Persons who suffer from cardiac troubles should place themselves under observation. The social worker should see that the school teacher, if the patient is a child, understands what is wrong. If the patient is an adult, an occupation adapted to the disease should be obtained. Heavy work is of course unsuitable for such patients. Women should not be permitted to do heavy washing and arrangements should be made so that the family does not have to live on the top floor of a tenement, which must be reached by many flights of stairs.

Except that early surgery is advisable, little definite about the treatment of cancer is known. Any lump in the breast should be examined and persons suffering from any form of stomach trouble should be brought to a physician.

Encouragement for the Neurasthenic

NEURASTHENIA is by no means limited to the wealthy. The interest of a friendly visitor is a great help to a patient suffering from this affliction. The neurasthenic must be helped to form new habits of life and thought and new interests. Encouragement is what the patient needs above everything else.

Orthopedic defects must not be considered as permanent. The social worker should promptly bring the person so handicapped under the care of a specialist. Early treatment often means early cure.

Should the visitor have reason to think that some member of a family is suffering from syphilis, she should immediately arrange for a medical examination. If syphilis is found she should not be discouraged. The treatment, it is true, must be continued for years, but with persistence a cure can be effected.

It is important that the social worker does not allow herself to be affected by any moral implication because of the presence of this disease, or for that matter of any other disease. The patient should be treated as a patient and given the same conscientious care that every patient deserves. Furthermore, it must be remembered that again and again the disease is innocently contracted.

The elements of health are simple indeed. If everybody were to observe even the few outlines of rules here suggested there would be a great decrease in disease. The social worker must not, however, expect to teach these to the family in the first visit or the second or the third. They can only be suggested tactfully and in the course of an intimate acquaintance.

But the maintenance of health should always be in the mind of the worker. To supply financial assistance without the rules of hygiene is likely to be a waste of effort. Usually the family which is receiving an allowance can be made to be eager to observe the suggestions given. The social worker should help it to feel that by keeping a healthful home it is discharging a debt to the nation, the duty of producing a strong and sturdy citizenship.

From the Oldest of Democracies to the Youngest

Elihu Root's Speech in Petrograd on June 16

MR. PRESIDENT and members of the Council of Ministers:

The mission for which I have the honor to speak is charged by the government and people of the United States of America with a message to the government and people of Russia. The mission comes from a democratic republic. Its members are commissioned and instructed by a President who holds his high office as chief executive of more than 100,000,000 free people by virtue of popular election, in which more than 18,000,000 votes were freely cast, and fairly counted pursuant to law, by universal, equal, direct and secret suffrage.

For 140 years our people have been struggling with the hard problems of self-government. With many shortcomings, many mistakes, many imperfections, we still have maintained order and respect for law, individual freedom and national independence. Under the security of our own laws we have grown in strength and prosperity. But we value our freedom more than wealth. We love liberty and we cherish above all our possessions, the ideals for which our fathers fought and suffered and sacrificed, that America might be free.

We believe in the competence of the power of democracy and in our heart of hearts abides faith in the coming of a better world in which the humble and oppressed of all lands may be lifted up by freedom to a heritage of justice and equal opportunity.

The news of Russia's new-found freedom brought to America universal satisfaction and joy. From all the land sympathy and hope went out to the new sister in the circle of democracies. And the mission is sent to express that feeling.

The American democracy sends to the democracy of Russia a greeting of sympathy, friendship, brotherhood, godspeed. Distant America knows little of the special conditions of Russian life which must give form to the government and laws which you are about to create. As we have developed our institutions to serve the needs of our national character and life, so, we assume that you will develop your institutions to serve the needs of Russian character and life.

As we look across the sea we distinguish no party, no class. We see great Russia as a whole, as one mighty, striving, aspiring democracy. We know the self-control, essential kindness, strong common sense, courage, and noble idealism of the Russian character. We have faith in you all. We pray for God's blessing upon you all. We believe you will solve your problems, that you will maintain your liberty, and that our two great nations will march side by side in the triumphant progress of democracy until the old order everywhere has passed away and the world is free.

One fearful danger threatens the liberty of both nations. The armed forces of a military autocracy are at the gates of Russia and the allies. The triumph of German arms will mean the death of liberty in Russia. No enemy is at the gates of America, but America has come to realize that the triumph

of German arms means the death of liberty in the world; that we who love liberty and would keep it must fight for it, and fight for it now when the free democracies of the world may be strong in union, and not delay until they may be beaten down separately in succession.

So America sends another message to Russia—that we are going to fight, and have already begun to fight, for your freedom equally with our own, and we ask you to fight for our freedom equally with yours. We would make your cause ours and our cause yours, and, with a common purpose and mutual helpfulness of a firm alliance, make sure of victory over our common foe.

You will recognize your own sentiments and purposes in the words of President Wilson to the American Congress, when on the second of April last he advised a declaration of war against Germany. He said:

We are accepting this challenge of hostile purpose because we know that in such a government [the German government], following such methods, we can never have a friend; and that in the presence of its organized power, always lying in wait to accomplish we know not what purpose, there can be no assured security for the democratic governments of the world. We are now about to accept the gauge of battle with this natural foe to liberty, and shall, if necessary, spend the whole force of the nation to check and nullify its pretensions and its power. We are glad, now that we see the facts with no veil of false pretence about them, to fight thus for the ultimate peace of the world, and for the liberation of its peoples, the German peoples included; for the rights of nations, great and small, and the privilege of men everywhere to choose their way of life and of obedience.

The world must be made safe for democracy. Its peace must be planted upon the tested foundations of political liberty. We have no selfish ends to serve. We desire no conquest, no dominion. We seek no indemnities for ourselves, no material compensation for the sacrifices we shall freely make. We are but one of the champions of the rights of mankind. We shall be satisfied when those rights have been made as secure as the faith and the freedom of nations can make them.

And you will see the feeling toward Russia with which America has entered the great war in another clause of the same address. President Wilson further declared:

Does not every American feel that assurance has been added to our hope for the future peace of the world by the wonderful and heartening things that have been happening within the last few weeks in Russia? Russia was known by those who knew her best to have been always in fact democratic at heart in all the vital habits of her thought, in all the intimate relationships of her people that spoke their natural instinct, their habitual attitude toward life. The autocracy that crowned the summit of her political structure, long as it had stood and terrible as was the reality of its power, was not in fact Russian in origin, character, or purpose, and now it has been shaken off and the great, generous Russian people have been added, in all their native majesty and might, to the forces that are fighting for freedom in the world, for justice, and for peace. Here is a fit partner for a league of honor.

That partnership of honor in the great struggle for human freedom, the oldest of the great democracies now seeks in fraternal union with the youngest. Practical and specific methods and the possibilities of our allies' cooperation, the members of the mission would be glad to discuss with the members of the government of Russia.

COMMON WELFARE



CLEANING UP THE CAMP CITIES

EL PASO and San Antonio have abolished their segregated vice districts. St. Louis is undergoing a process of social cleansing in behalf of the troops at Jefferson barracks. San Francisco is reported as showing a fair condition of social cleanliness. In all the localities where army cantonments and concentration camps are being located the same process is—more or less evidently—now under way.

Such are the reported preliminary returns from the issuance of a circular letter by Secretary of War Baker to the governors of all states and to the chairmen of all state councils of defense. The letter follows:

DEAR SIR: I am very anxious to bring to the attention of the state councils of defense a matter in which they can be of great service to the War Department. In the training camps already established or soon to be established, large bodies of men, selected primarily from the youth of the country, will be gathered together for a period of intensive discipline and training. The greater proportion of this force probably will be made up of young men who have not yet become accustomed to contact with either the saloon or the prostitute, and who will be at that plastic and generous period of life when their service to their country should be surrounded by safeguards against temptations to which they are not accustomed.

Our responsibility in this matter is not open to question. We cannot allow these young men, most of whom will have been drafted to service, to be surrounded by a vicious and demoralizing environment, nor can we leave anything undone which will protect them from unhealthy influences and crude forms of temptation. Not only have we an inescapable responsibility in this matter to the families and communities from which these young men are selected, but, from the standpoint of our duty and our determination to create an efficient army, we are bound, as a military necessity, to do everything in our power to promote the health and conserve the vitality of the men in the training camps.

I am determined that our new training camps, as well as the surrounding zones within an effective radius, shall not be places of temptation and peril. The amendments to the army bill recently passed, a copy of which I enclose herewith (sections 12 and 13), give the War Department more authority in this matter than we previously possessed. On the other hand, we are not going to be able to obtain the conditions necessary to the health and vitality of our

soldiers, without the full cooperation of the local authorities in the cities and towns near which our camps are located,—or through which our soldiers will be passing in transit to other points.

Will you give earnest consideration to this matter in your particular state? I am confident that much can be done to arouse the cities and towns to an appreciation of their responsibility for clean conditions; and I would suggest that, through such channels as may present themselves to you, you impress upon these communities their patriotic opportunity in this matter. I would further suggest that as an integral part of the war machinery your council make itself responsible for seeing that the laws of your state and of Congress in respect to these matters are strictly enforced. This relates not only to the camps established under federal authority, both the present officers' training camps and the divisional training camps soon to be opened, but to the more or less temporary mobilization points of the national guard units. It relates, too, as I have indicated, to the large centers through which soldiers will constantly be passing in transit to other points.

As I say, the War Department intends to do its full part in these matters, but we expect the cooperation and support of the local communities. If the desired end cannot otherwise be achieved, I propose to move the

camps from those neighborhoods in which clean conditions cannot be secured.

In this connection let me call your attention to the Commission on Training Camp Activities which I have organized to advise with me on questions relating to the moral hazards in our training centers, as well as to the promotion of rational recreation facilities within and without the camps. The members of this commission are as follows:

Raymond B. Fosdick, chairman; Lee F. Hanmer, Thomas J. Howells, Joseph Lee, Malcolm L. McBride, John R. Mott, Charles P. Neill, Maj. Palmer E. Pierce, U. S. A., Joseph E. Raycroft.

It is possible that the chairman of this commission or some of its members will consult with you in regard to the activities which they have in hand. I bespeak for them your utmost support and cooperation.

Very truly yours,

NEWTON D. BAKER,
Secretary of War.

Chairman of the Council of National Defense.

Chairman Fosdick of the Commission on Training Camp Activities states that El Paso and San Antonio, like other cities having army posts, were given to understand that if they did not provide social conditions which would furnish some guaranty of the health of the soldiers, they would not have the opportunity to bring the soldiers within their gates. The appeal was made on a basis of patriotic duty and of the public's right to safeguard the efficiency of its army. This appeal has in every case been met by a ready response, he says. In a few days one of the most vicious sections of the entire South was wiped out by the El Paso authorities, who did not wait for the use of the authority of the secretary of war to make the change.

Owing to the fact that numerous inquiries have been made as to responsibility for conditions about the naval camps at Philadelphia, Newport, Brooklyn, Mare Island and other points, the Committee on Training Camp Activities explains that it has no authority over matters outside the War Department.

The camps and cantonments within the authority of the War Department, however, will look to this committee to furnish means of athletic, musical and dramatic entertainment, Y. M. C. A. facilities and other features of healthy social activity during the period of military training.

ALCOHOL

FOR the sake of those who grow rich in body and poor in soul by it;

For the sake of those who grow poor in body and poor in soul by it;

For the sake of those kept poor in body and poor in soul by it;

For the sake of the fathers unfathered by it;

For the sake of the mothers unmothered by it;

For the sake of the children orphaned by it;

For the sake of those made murderer—adulterer—thief—outcast—by it;

For the sake of the flag it dishonors;

For the sake of the God it crucifies;

LET IT DIE

LAY IT IN THE GRAVE

COVER IT WITH THE EARTH.

Then,

With the millions you have freed,

Arise and truly sing—

Of LIBERTY!

—From Little Adventures with John Barleycorn, by Harry Lee and William H. Matthews; New York Association for Improving the Condition of the Poor.

PROHIBITION BILLS BEFORE CONGRESS

THE dry forces in Congress are beginning to try out their prohibition measures. Senator Shepard has had a bill voted out favorably by the judiciary committee calling for a bone-dry federal amendment to the constitution.

Besides this, there are numerous amendments to the war revenue bill to bring about wartime prohibition by taxation. These amendments, offered by Senator Gore, are not given even a bowing acquaintance by the true war-prohibitionist. In addition to this, the Committee on Agriculture has reported a bill to prohibit the use of foods and feeds in the manufacture of intoxicating liquors for beverage purposes and directing the President to commandeer existing stocks of distilled liquors for the manufacture of munitions. This bill finds more favor with prohibitionists, as it strikes at beer and distilled spirits alike, and does not leave for sale the two years' supply of distilled spirits now in bond, as does the bill favored by Senator Lodge, of Massachusetts.

A clause in the Lever bill also gives the President power to stop foodstuffs going into alcoholic beverages. Herbert C. Hoover, speaking before the Senate Committee on Agriculture, said: "We could save from fifty to sixty million bushels of grain on the brewing side, after having allowed for the fodder proposition, and that grain is of the utmost importance to our allies."

Other bills are expected out any moment. Some which make a dry sound are said to have "wet fathers."

Prof. A. E. Taylor, crop expert of the Department of Agriculture, said at the Senate hearing: "In my opinion, on the basis of crop prospects, the need of grain, and especially barley, which has proved itself valuable as a flour, is such as to make it imperative upon us after the present maltings . . . have been concluded, in about three months, to cease the manufacture of malt for internal or external or export trade for brewing."

To meet the prohibitionists, a two-page advertisement was inserted in the Washington dailies, unsigned, but supposed to come from the brewers. It declares that over 2,000,000 workingmen want beer as a temperance drink. Four years ago a brewer boasted to Mrs. Tilton, of Cambridge, that the United States would never go dry because by the time the bill got to Congress the brewers would, by means of the bartenders' union, have organized labor so under their thumb that no one would dare to strike at beer. To a degree this has been done, but no union in a dry state is found among the 528 labor organizations listed in the advertisement. Bartenders' unions in wet

states predominate, and often the unions are counted twice over and sometimes three times, according to W. G. Calderwood, executive secretary of the Committee on Wartime Prohibition. But, the committee points out, congressmen are not analytical and it calls on all friends of prohibition to wire or write at once to their congressmen and senators in support of complete prohibition during war. The Senate is the storm-center and the northeastern states are the backward ones—New York so far is wet, Massachusetts wettish and so on. "The very most effective way to get the attention of congressmen is by wire," says the committee. The fight is by no means won—"Congress should know that the people oppose this waste. . . . Please help quickly."

Among the most recent organizations to take a stand in the matter is the Instructive District Nursing Association, of Boston, which begs its friends "to do all in your power to bring about national war prohibition." Its resolutions declare:

The experience of our ninety nurses (who visited 14,930 patients last year) keeps vividly before us the evil effects of drink, physically and socially, at the best of times, and we feel certain that its disastrous results will be greatly increased by the added temptation to drink, which the abnormal social conditions and the nervous strain of war will bring.

The country has assumed a tremendous responsibility for the thousands of young men gathered together in the unnatural life of concentration camps. These young men, who are to be subjected in France to the inevitable dangers of wounds and death should be safeguarded from the earlier dangers of drink and the diseases due to it; and girls should be safeguarded from the dangers of relations with men under the influence of liquor.

We understand that efforts are being made by the government to keep the camp zones free from drink, but we are convinced that prohibition in such restricted areas cannot meet the problem, that vice will be only forced back among the civilian population

and that the men and women at home who work under great strain in the effort to fill the places of those at the front should be safeguarded likewise from the mental, moral and physical deterioration which drink produces.

At this time, when the country depends for its safety on the most efficient services of each citizen, we urge national war prohibition as the preventive health measure which should be immediately adopted.

THE CASE FOR EXEMPTING GIFTS

CONGRESS has now officially before it the proposal to exempt from the federal income tax contributions "to any incorporated association engaged in charitable, educational, religious, civic or social work." The proposal, made in New York city some weeks ago, has been gathering headway, in spite of the bucket of cold water thrown on it at a luncheon meeting during the National Conference of Social Work at Pittsburgh last week. Samuel McCune Lindsay, professor of social legislation in Columbia University, presented it to the Senate Finance Committee on June 13 in behalf of a newly organized Committee on War Charity and Social Work. Dr. Lindsay is chairman of the committee, and the other members to date—it is not yet complete—are the following men:

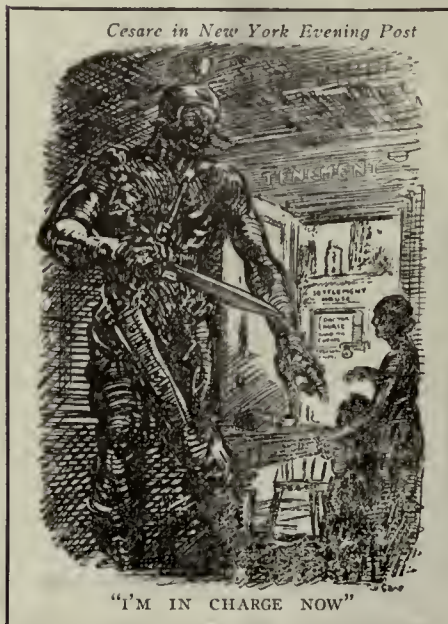
Cornelius N. Bliss, Jr., Edward T. Devine, Homer Folks, John A. Kingsbury and V. Everit Macy, of New York; President John J. Goodnow of Johns Hopkins University, Baltimore; Warren G. Candler, Atlanta; Dwight W. Morrow, Englewood, N. J.; Robert A. Woods, Boston; A. J. McKelway, Washington; George Burnham, Jr., Charles C. Harrison, Philadelphia.

In a printed statement submitted to the Senate committee, Dr. Lindsay proposes that to the eight deductions now allowed there be added the following:

Ninth. Gifts or donations to charitable, educational, religious and civic societies or corporations, incorporated under the laws of the United States or of any state, and whose property is or may be exempted from taxation under the existing laws of the jurisdiction in which the society is incorporated.

Much of the work done by these organizations, Dr. Lindsay's statement points out, is done in other countries by the government, and he quotes Prof. E. R. A. Seligman, of Columbia, to show that excessive taxation now "will cause a serious diminution of the incomes which are at present largely drawn on for the support of educational and philanthropic enterprises"; that such taxation will result in the government having to take over such enterprises; and that "the difficult and hasty transition from private to public activities would in all probability entail a considerable loss and would seriously cripple the efficiency of our war activities."

The government's loss in taxes would, the statement argues, "be a contribu-



Flaschke in Louisville Times.

tion by the government to such work, greatly enhanced and augmented in the making by the psychological effect upon the contributors to charitable and educational funds"; and "it cannot be said that those who ask the government to refrain from taxing contributions to work which sustains and strengthens the social and moral fiber of the nation, are seeking special privileges."

A list of precedent exemptions is given: the English war savings certificates, the liberty loan bonds, the Spanish war federal inheritance tax act of 1901, the income of educational and charitable institutions under the income tax law and the corporation excise tax law, and similar exemptions in Australia. Summing up, the statement says:

It is difficult enough in normal times to get sufficient funds to support the enormous work carried on by private philanthropy in this country. Under the present abnormal conditions and with the increasing demands of every sort which the war is making on philanthropy, it becomes well-nigh impossible to find the money to meet them. We are actually facing the breakdown and bankruptcy of some of the most important work that develops and sustains the higher life of the nation.

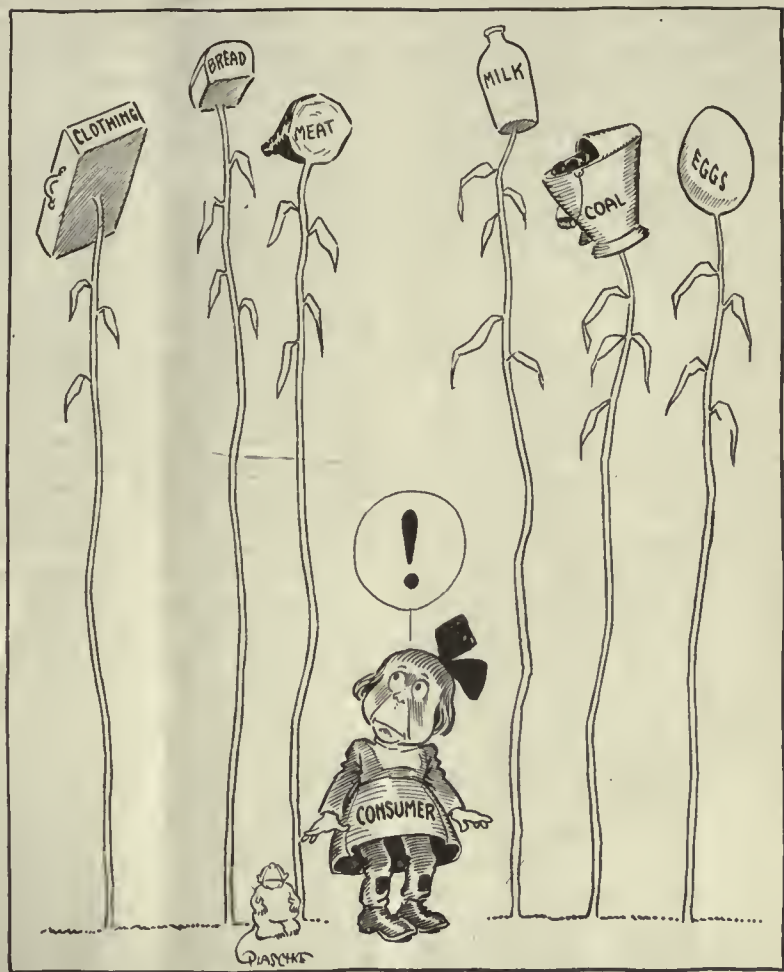
If the nation must take a larger share of the income of her citizens and apply it to the defense of their rights and ideals, it must also protect and support in every possible way those forces and activities which create the ideals and make for the security of the foundations of the republic. The spirit of humanity, the enlightened and quickened impulses of education and the regenerative influence of religion are the essential elements of national strength and character. We must foster them. We dare not refuse the relief and encouragement which the proposal to exempt from taxation income applied to their support would give when such refusal will place them in jeopardy.

The exemption has been approved by the Rev. Charles S. Macfarland, general secretary of the Federal Council of the Churches of Christ in America, who prefaced his approval with a statement that wealth as well as manhood should be conscripted by the nation, and by the *New York Evening Post*.

At Pittsburgh last week many arguments were advanced against the plan.

ARGUMENTS AGAINST THE EXEMPTION

CHIEF of these was that the plan proposed to set up a new form of special privilege; that it would apply most of all to very wealthy persons who must, as now proposed, pay a heavy super-tax and that it, therefore, flew in the face of the current expectation that the unusual expenses of the war are to be imposed so far as is possible on the rich rather than on the poor. As a tax measure these people found it, also, going contrary to a growing feeling among the rank and file of social workers that social, educational and church work should not be exempted from any taxes; that they should, in-



"ALICE IN WONDERLAND"

deed, be the first to come forward and pay their full share of the expenses of local, state and federal government. They pointed out that the Cleveland Foundation is specifically authorized to pay taxes on its investments, whether or not the state law exempts them.

As a social measure, these objectors found even more fault with the plan. They argued, first, that we cannot assume from the mere fact of incorporation that a given agency is doing vital work which the government itself would have to do if it failed; some agencies represent chiefly the whim of a single giver. They held that it would immediately be attacked by tax-reformers and other radicals, and would widen the breach between organized labor and organized charity, which thoughtful leaders on both sides are trying to bridge.

And they argued, most of all, that such an exemption would inevitably dry up, at least for the present, the feeling of responsibility on the part of the small giver and would, therefore, tend to confirm the practice—which the financial secretaries present deplored—of getting a continually larger share of their funds from a few large givers. This, they said, was the easiest and cheapest way to get money, but churches, colleges and charities will never occupy

their rightful place in the community until a great number of men and women of modest means, or no means at all, feel their responsibility for them and become contributors or members in such modest measure as they find possible.

Finally, the argument ran, these agencies dare not let themselves be put in an exceptional and sheltered position where they will not have to bear their full share of the cost of war. Such a position would make them unpopular. More than that, it would have a bad internal effect. For the probable shrinking of funds and the difficulty of tapping new resources will put them on their mettle; their appeals must be better done and more strongly grounded on proved good work than ever before. Difficulties would tend to draw agencies together to meet the common need; overlapping, always decried, would be looked upon as inexcusable; standards of work would be raised, for the better-managed agencies would feel, in such stress, more than ever the reproach which comes indirectly to them from poor work by others.

They were quite ready to acknowledge, these opponents of exemption, that some institutions, which cannot make good a claim to doing absolutely essential work, may go by the board. That,

they felt, was one of the risks of war that we all must take. And they even foresaw some good in it, as, for instance, when of three relief societies, one failed, the surviving two got closely together in their work to save the day; or when three competing churches in a country town came out of the time of trial as one union congregation, using in full for the community's welfare the energy hitherto spent in keeping the wolf from three parsonage doors.

THE MINISTER OF SOCIAL WELFARE

IT is announced from Petrograd that Her Excellency the Minister of Social Welfare is the new title from now on of Countess Sophie Panin, the first woman in the western world to be called to join a ministry. The countess, who is forty-five years of age, though an active worker of the constitutional democratic party and a frequent speaker in the cause of woman suffrage, never has been in the political limelight. But for nearly a score of years she has enjoyed the respect of the authorities and the love of the people as a practical social worker.

When the government, some fifteen years ago, instituted the liquor monopoly and desired to give an earnest of its desire to fight intemperance, it created in many cities so-called People's Houses, where recreation of the best type, including libraries, drama and even opera, was offered to the masses. It also gave liberal support to a number of similar institutions created by private enterprise and, in some cases, enjoying municipal grants. In many of these voluntary institutions a spirit of liberalism and criticism developed which was not at all the one desired by the government.

Most prominent among these has been the People's House built and run with her own money by the Countess Panin. It is situated in one of the poorer parts of Petrograd and contains a library, theater, physical laboratory, astronomical observatory and other educational equipment. Evening and Sunday classes provide for serious adult education and its recreational organization is not unlike that of one of the larger social settlements in this country.

At the beginning of the war the countess organized sewing-rooms for the employment of the wives of soldiers in the reserve, which rapidly developed into a factory giving work to some 2,000 women. Later the countess became the head of an organization covering the whole city, which aims at providing employment for soldiers' wives. Both during the war and for many years previous she has given practically all her time to a variety of social endeavors.

The SURVEY learns the following

concerning her from A. J. Sack, assistant director of the Russian Information Bureau and staff correspondent in New York for the publications of the Russian Ministry of Finance:

The Countess Panin, in Petrograd, and the Countess Uvaroff in Moscow, are equally well known, though neither of them is a sensational figure. Their reputation and influence is rather like that of Jane Addams in this country. Both are prominent social workers of many years standing and have taken part in every big movement for improving social conditions. Both have participated from time to time in investigations of economic and social conditions in the two metropolitan cities, and all their enterprises have been in the direction of improving those conditions.

Both women come from very aristocratic and very wealthy families. But they have never looked upon social work in the spirit of the so-called society woman. They are imbued with lofty and radical ideas and regard the problems of the poor as their own.

Under the old regime, they could not very well work out their schemes of social betterment; but now an enormous field of activity has opened up for all social workers in Russia. There is no doubt that the appointment of the countess will be greeted with enthusiasm all over Russia, and that this is only the first appointment of the kind. The women of Russia will be given every opportunity to participate in the government and to fill responsible posts in every branch of political and social life. Russian women have probably contributed no less than the men to the political education of the people and to the cause of the revolution. To give them an equal chance with men will be only a modest reward for the services which they have rendered.

The ministry to which the Countess Panin has been called is charged with the administration of charitable and social institutions and with the care of dependent children. In a statement issued by her, the new minister has declared that her staff will for the most part consist of women, a precedent which she hopes will find wide imitation in other countries.

SOCIAL SERVICE AND WAR SERVICE

IN its forty-four years of existence just closed under the old name, the National Conference of Charities and Correction has passed perhaps a dozen or fifteen resolutions which committed its members to anything more definite than an expression of thanks to its officers and the local committees which provided for its entertainment. In its first three days, the National Conference of Social Work has taken a definite position in two resolutions formally offered and adopted. The first of these, urging complete national prohibition during the war and for at least a year after peace is declared, was reported in the SURVEY last week.

The second, offered after the SURVEY had gone to press, takes a stand on the relation of organized social work to the war. It grew out of a resolution,

from the Section on Health, suggesting that public health nurses be not called to the front as long as other nurses are available; and one from the Section on Social Problems of the War, urging the cooperation of social agencies throughout the country with the American Red Cross. The Committee on Resolutions, of which Hastings H. Hart, of New York, was chairman, found itself "in sympathy with the purpose and spirit of these resolutions," but it did not feel "that the conference should take action so specific as that contemplated by these resolutions." It, therefore, offered the following resolution, which was adopted:

In the Pittsburgh meeting of the National Conference of Social Work there has not only been a special section created to discuss the social problems of the war, but the relation of the social agencies to the war has become apparent in every section of the conference.

While recognizing that some members of the conference conscientiously object to war under all conditions, the National Conference of Social Work places on record in behalf of the great majority of its 4,300 members their intense loyalty and their purpose to support the President and the government of the United States in the prosecution of this war in the interests of liberty and democracy.

The obligation to make every necessary sacrifice rests with double weight upon the organizations for social welfare. We, therefore, commend the patriotism of those social organizations which are lending their most efficient workers for the national service in the government departments, the national Red Cross, the movement for conserving health and morals in the army and navy but by wholesome recreation and by eliminating temptations to intemperance and vice.

On the other hand, we would emphasize the insistence of the President of the United States as to the necessity for conserving those agencies which operate to maintain public morals, public health and the producing forces of the community. We, therefore, urge the importance of maintaining the full force and efficiency of the agencies for social work and of securing for all of them adequate support in view of the new and pressing demands created by the war; especially those agencies which make for the preservation and improvement of public health and family life, the protection of motherhood and the preservation of children from the destructive and demoralizing influences of war. We urge the maintenance throughout the war of all our standards for the protection of industrial employes, especially women and children. The lending of social workers for the national service should not include so large a number as to cripple the effectiveness of these vital agencies which are among the most essential bulwarks for the national defense.

While recognizing that, under war conditions, some exceptionally stringent forms of governmental regulation may be inevitable, we sincerely trust that the fewest necessary encroachments may be made upon personal freedom.

At the close of the business session which adopted the resolution, the election procedure was somewhat modified. The Committee on Nominations will continue to solicit suggestions for the ticket from the members. But instead

of being required to publish its report, and the ticket, thirty days before the conference meeting, it may now make its report "not later than the opening evening session." This will give the committee, whose members are scattered about the country, opportunity for a meeting. C. C. Carstens, of Boston, chairman of this year's committee, had found the present committee work by mail highly unsatisfactory and it was he who suggested the change. The printed ballot will be continued, likewise the provision that the nominating committee must include the name of any person proposed on petition of twenty-five or more members.

Registration at Pittsburgh ran over 4,300 persons, a clean thousand over the high record set at Indianapolis a year before.

POSITION OF THE TRADE UNION WOMEN

AT a time when, as never before, the strength and skill of working women are impressing the world, the sixth biennial convention of the National Women's Trade Union League of America was held at Kansas City, June 4-9. The significance of such a gathering "in a supreme hour in the life of this nation" was brought out by the president, Mrs. Raymond Robins, of Chicago, in her opening address. "This is woman's age!" said Mrs. Robins.

At last, after centuries of disabilities and discriminations, women are coming into the labor and festival of life on equal terms with men. At last the unfair burdens are being lifted from the backs of the mothers of the race. In the awful lightning made as death strikes sharp on life for millions of sons, the value and rights of daughters are being discovered by the lords and masters of the earth. Woman's labor in the fields feeds the soldiers on the firing line. Woman's labor in factories and mills feed the cannon in the trenches. Woman's labor in shops and stores feeds the homes of Europe. Canada, Russia, America and even England should have an enfranchised womanhood when this war is over.

But it is in the industrial and economic field that the world war will mark the most far-reaching transformation in the condition of women. From casual to permanent, from unskilled and unimportant to trained and essential factors in the economic life of the world, this will be the effect of the war in the condition of the working women of the western nations. . . . What a supreme opportunity and responsibility! What a call for service and consecration to the members of the Women's Trade Union League.

The delegates to the convention were well aware of their increased importance, and they were determined to safeguard and to hold on to this hard-won position.

One resolution adopted requested the American Federation of Labor to include trade union women in its delegation to the International Labor Congress at the time of peace negotiations,

and to urge working women to hold a similar international congress, because the warring nations now bear witness to the unselfish and efficient service rendered by working women; because the interests of working women as workers and mothers are identical the world over, and because the voices of the millions of toiling women in formulating terms of peace are of the utmost importance to future civilization.

Another resolution declared that, "whereas no cause of liberty in foreign lands is worth the sacrifice of freedom at home," the Women's National Trade Union League demands that there be no abolition of the constitutional rights of free speech, free press and free assemblage; that no labor standards be abrogated during the war, but be improved if possible; that wherever men are conscripted, wealth be conscripted; that an international congress of working women at the time of the making of peace terms call upon the nations to establish international standards safeguarding the rights and health of working women; finally, that organized workers keep at their task of organizing industry as an only means of establishing democracy which shall eventually bring permanent peace.

A third resolution, intended to protect women in their wider opportunity, condemned the undercutting of American standards on the Pacific coast by coolie laborers. It urged that no changes be made in immigration laws which would affect the importation of Asiatics; that no vacancies created by the call to the colors be filled by Japanese or Chinese workers; that all women filling vacancies resulting from enlistment receive the same compensation for the same degree of efficiency as that received by their predecessors.

The convention sent a cablegram to Katherine Breshkovsky, "grandmother of the Russian revolution," rejoicing with her upon the success of the revolution and the establishment of a government which extends equal rights to all men and women. It also pledged its moral support to the effort of the Russian Council of Workingmen's and Soldiers' Delegates to bring about industrial reforms. Other principles for which the conference placed itself on record are the financing of war by heavy taxes on income, particularly on unearned excess business profits, and on land values created by the community; the establishment of moral and sanitary safeguards at military camps, and the movement for open forums.

Owing to the embargo placed by the British government on women traveling overseas, Mary McArthur, secretary of the British Women's Trade Union League, was not present. Neither did the French delegates arrive. However,

Mme. Gabrielle Duchene, of the Bourse de Travail, and Jeanne Gourlet, secretary of the Intersyndicalist Committee for Action Against Exploitation of Women, sent a report urging a campaign for the adoption of international labor standard agreements by the introduction of labor clauses into the future treaty of peace. They recommended that a minimum wage be put in the first rank of the reforms demanded because it is inseparably bound up with other reforms, such as limiting the length of the working day and because it is especially necessary at a time when women are filling men's places.

Mrs. Robins was reelected president of the league and Melinda Scott, of New York, vice-president.

FRESH AIR FOR BERLIN CHILDREN

THE good effect of clean air on the health and vitality of children suffering from the effects of malnutrition which has been scientifically proved in this country apparently has also been observed in Germany. For the imperial war feeding department, as one of its measures for mitigating the shortage of food, has decided to undertake a transference of city children to rural environments on a large scale.

It will be recalled that a few months ago a Danish doctor offered to start a fund with \$250,000 for the purpose of caring for 15,000 school children from Berlin in the neighborhood of Copenhagen until three months after the end of the war, and that this offer was not accepted by the German government. In the meantime, the latter has perfected its own plans, and over a million children are being sent this summer from Berlin and other large cities to different rural regions within the empire.

East Prussia, in spite of its suffering at the hands of the Russian invaders at the beginning of the war, is ready to take 65,000 of these children, and a branch of the German Union for Rural Welfare has set up a thorough organization for selecting suitable homes among those offered and arranging for the journey. Many homes are offered free; the maximum board paid for a child in any part of Germany is 12 cents a day, a price which does not anywhere cover the actual expense. One hundred special trains have been chartered to empty Berlin of its childhood, the cost of railway transit, at the extremely low rate of about a third of a cent per mile, being paid for by patriotic communal organizations.

Present plans are that, so far as possible, children shall be boarded with families, and that they shall attend village schools rather than form colonies of their own. In East Prussia, voluntary workers have been appointed to se-

lect homes and supervise the care of the children entrusted to them. The families taking children will receive a testimonial to their patriotism which may be framed and kept as a souvenir of the undertaking. No children will, except with the special consent of their parents, be boarded with families of a different religious denomination from their own.

RECRUITING SOCIAL WORKERS FROM THE CHURCH

ANY widely cooperative social effort in Illinois nowadays finds church women in eager participation, sometimes in acknowledged leadership.

The reason lies in a unique organization of Protestant women, the Woman's Church Federation, whose aim is "to coordinate the efforts of Christian women so that, on matters affecting the civic and religious life of their community, they may act as a unit and exert the full strength of their united influence."

Twenty denominations are at present included in the federation which centers in Chicago, but is reaching out to include churches in down-state towns. Members are secured through denominational organizers who present the claims and opportunities of the organization to women's societies in the local churches. These elect two delegates, besides alternates and associates, who must have the pastor's endorsement before they are fully accredited.

The federation was organized with initial committees on welfare, information and legislation. Through the activity of the committee on legislation, many city ordinances, state and federal bills, pertaining to moral, educational and industrial matters have received the united backing of the federation, as well as the individual attention of hundreds of women in the churches. Sixteen women, the number to which the federation was entitled, sat as members of the Illinois Woman's Legislative Congress, and a bill to suppress obscene shows drawn by the federation, endorsed by the congress and backed by sixty city and state organizations, is now pending in Springfield.

As the membership has grown and the interests of the organization have widened, new committees have been added. A wide-awake committee on temperance has organized temperance committees in over four hundred local churches. Through the efforts of a morals committee several burlesque shows have been closed, including the notorious Trocadero, in operation since the World's Fair; undesirable scenes and dances have been suppressed; vulgar posters on billboards covered, and objectionable photographs removed from exhibition on the streets. In the spring of 1916 the morals and temperance

committees working together made a somewhat elaborate investigation of dance-halls having special bar permits, thus endorsing in a most practical way —by furnishing fresh and telling data —the work of those social agencies that have carried on a prolonged fight in behalf of the morals of Chicago's youth.

An active committee on labor follows events in the labor world and interprets them to the membership.

A committee on infant welfare furnishes volunteer aid to infant-welfare stations; a committee on Sunday-school gardens is promoting vacant-lot gardening through the churches; a committee on out-of-town organization has undertaken to secure cooperative federations in other towns; through a travelers' aid committee the federation will become responsible for the social work of the Chicago Travelers' Aid Society where Protestant girls are concerned, thus emulating the excellent work that Jewish and Catholic women are doing for girls of their faith; a committee on peace is struggling to uphold through these times that try men's souls the ideal of human brotherhood.

Just now the organization is doing its "bit" in the promotion of war-time service by church women, with emphasis on social and industrial standards.

The federation is in a real sense the expression of the vital personality and social vision of its president, Mrs. George McCown Mathes, who is giving without financial remuneration time and unlimited energy to its organization and development.

HELPING NEGROES HELP THEMSELVES

JUST at the time when the migration of Negroes from the South to the North in this country is assuming gigantic proportions, two unusual gifts have been made to the cause of higher education for the colored race. Several months ago the General Education Board announced a gift of \$50,000 to Fisk University, Nashville, Tenn., on condition that an additional \$100,000 be raised. Some time later the Carnegie Corporation contributed \$50,000 of this amount, leaving \$50,000 to be raised by the university itself. That sum is now being sought by the university trustees.

When the present war is seen in true perspective it may be discovered that of the several notable migrations that it has caused directly or indirectly the movement of Negroes in this country is not the least, either in proportions or permanence. President F. A. McKenzie, of Fisk, estimates this movement to have involved several hundred thousand Negroes in the past two years. Most of these have congregated in northern cities. This has meant, he declares

that many northern communities have been brought to a new and personal consciousness

that Negroes are a part of those communities, that Negroes are a part of their responsibilities. Race contacts are now present realities, not distant theories. . . . Many of the race relationships adjudged unfortunate in the South are likely to be duplicated in an exaggerated form in the North. Sudden contacts of diverse groups are apt to result first in feelings of opposition and contempt rather than in considerate thought and wise cooperation.

The recent gifts to Fisk University will equip Negroes themselves to help their race meet new problems and new situations. Fisk is a real college. It gives no diploma except for a four years' college course with the same general standards for admission and graduation that are maintained in most universities of the country. It is just reorganizing its requirements so that each student will specialize in some major subject, "without evading," says President McKenzie, "the liberalizing requirements of a certain broad range of subjects. The election of science has almost reached the point where neither buildings nor teachers suffice to meet the demands."

A growing and important part of the course is the department of social science. This represents not only the teaching of sociology, but the applied arts as well. The department cooperates with the Urban League and with the women of the southern Methodist church in conducting a settlement. Students engage in social work as a part of their regular course. Graduates go out to positions of trust in charities, recreation and social work generally. President McKenzie himself is a sociologist, trained under Professors Patten and Lindsay at the University of Pennsylvania.

THE HISTORY OF POLIO IN 1916

JUST how New York city heard of its poliomyelitis and what it did then and through the summer and fall is told in a monograph just issued by the Department of Health. Based upon official documents, the story traces the rapid series of events from the first suspicion to the final declaration that "great and imminent peril" to the public health no longer existed.

There is the response of nursing and other organizations to the need; the authorization of special funds for the crisis; detail of the work of inspectors, nurses, officers from the Public Health Service in quarantine and research; record of hospital experience; many illustrations and maps showing the march of the disease through borough after borough, as well as the methods of treating sick children; a brief history of the disease in general and a resumé of symptoms and laboratory findings.

Among the details that are especially for physician and health officer are many that the layman also will note. The group described, for instance, under the heading Conditions of Nose and

Throat, must hereafter bring under proper suspicion any "sore throat" that might otherwise have been unnoticed. For the summary says that whereas a large number of children with poliomyelitis show pathological conditions of nose or throat—diseased or hypertrophied tonsils and adenoids or both, or an undue amount of blood present in tissues of the throat and naso-pharynx—only a small percentage of cases previously operated on for tonsils and adenoids were found affected with the disease; and among these children the percentage of recovery was much higher. "The number of cases in this group," concludes the report, "is rather small to draw from it any definite conclusions, but it is at least suggestive."

Another recent pamphlet is the study of state work in the control of poliomyelitis, issued by the Institute of Public Service, New York. It gives the gist of methods and rules of forty-three state departments of health last summer. The foreword, written by Dr. Charles F. Bolduan, of the city Department of Health, says:

The information here collected . . . will prove invaluable to health officers throughout the world. . . . Moreover, the bringing together . . . of procedures followed in different cities and states should do much toward the introduction of standard methods and the adoption of uniform regulations. . . .

The larger volume may be had for \$1.50 from the New York Department of Health; the second, for fifty cents, from the Institute of Public Service, 51 Chambers street, New York city.

MINERS REPRESENTED ON COAL COMMITTEE

AS the first outcome of a conference held on June 15 at the office of Secretary of Labor Wilson, seven members of the United Mine Workers of America have been added to the original thirteen members of the Coal Production Committee of the Council of National Defense. The change was made at the demand of the officers of this union of some 350,000 members that they be given adequate representation on what is likely to prove the most effective body for controlling conditions in the coal-mining industry during the war period [the SURVEY, June 9].

The conference of June 15 included F. S. Peabody, president Peabody Coal Company, who is chairman of the Committee on Coal Production; Director Gifford, of the Council of National Defense; Secretary Wilson; Samuel Gompers as a member of the Advisory Commission of the council; and four officers of the union. These were President White, Secretary-Treasurer Green, Auditor Hayes and Statistician Lewis. These four, together with James Lord, president of the Mining Trades De-

partment of the American Federation of Labor; John Mitchell, chairman of the New York State Industrial Commission; and Hugh L. Kerwin, private secretary to the secretary of labor, were accepted by Chairman Peabody for membership on his committee. Moreover, agreement was reached that a meeting of the committee would be held on Thursday, June 21, for reconsideration of its previous acts, for revision of its policy and for reorganization of its work.

On the evening of June 15 there was held in the office of Secretary Wilson a second conference, this one attended by spokesmen of the metal trades and other departments of the American Federation of Labor, as well as by the United Mine Workers. Its purpose was the discussion of a general policy for safeguarding labor standards during the war. Three possible solutions were proposed. The first was the securing of specific clauses, setting standards of wages, hours and conditions of labor in all contracts for

war work. The second was the securing of direct representation of the several national and international unions on the committees handling contracts upon which the membership of these unions would be employed. This plan was proposed by the mine workers' plan. The third was the creation of a national board representing wage-workers, contract employers and the government, to set and maintain adequate labor standards during the war period, either in the war industries or throughout all industry.

The progress made in this discussion is as yet held in confidence, but there is reason to believe that the plan of direct representation of the unions on all effective committees dealing with war contracts will be adopted by several of the more important bodies affiliated with the American Federation of Labor. Metal trades organizations, the railway brotherhoods, and even the sailors are reported to be inclined to this program.

Communications

SUGGESTIONS WANTED

TO THE EDITOR: One of the leading women's clubs of the South is considering the possibility of planning a year's work in all departments on "nationalism" or "internationalism." They wish to adapt the idea to cover their departments in art, music, literature, etc.

Are there SURVEY readers interested in helping to work out a plan or in advising as to sources of information and suggestions? Will any such please address the writer? Their material will be forwarded, and they will be put in touch with the club president.

Is it not probable that other clubs and organizations would care to devote single sessions or a number of meetings to international topics, provided some aid could be provided in working out satisfactory programs. E. G. ROUTZAHN.

New York.

AN OMISSION

TO THE EDITOR: I have been reading with much interest the article on Women and War Work which appeared in the SURVEY for May 19. In going over the names of the women who compose the executive committee of the Committee on Women in Industry of the National Council of Defense I find the name of Mary Anderson, national executive board member of the Boot and Shoe Workers' Union is omitted from the list. Will you kindly see to it that the correction is made? Miss Anderson was appointed a member of the executive board at the meeting held in Washington, D. C., on Friday, May 4.

ELISABETH CHRISTMAN.

[Secretary-Treasurer, International Glove Workers' Union of America] Chicago.

FOR A BONE-DRY WAR

TO THE EDITOR: In view of the strong resolution for wartime prohibition passed by the National Conference of Social Work at Pittsburgh on the 11th, I suggest that you

urge all readers of the SURVEY to write or telegraph the President and their congressmen and their senators on the subject. The resolution was as follows:

"In the present great national emergency, when the full strength of the nation, physical, mental and moral is needed as never before, and when the conservation of food grains is of crucial importance, we favor the absolute national prohibition of the manufacture, importation and sale of alcoholic beverages during the period of the war, and for at least one year thereafter."

IRVING FISHER.

[President Committee on War-Time Prohibition] New York.

HEALTH INSURANCE

TO THE EDITOR: The educational campaign of the advocates of compulsory health insurance has aroused much thought and discussion. Contrary to the course of events in European countries, the medical profession has been aroused in America before any measure has been placed on the statute books. This is fortunate, for the working of any health insurance scheme falls directly on the physicians and tends to change the fundamental basis of the practice of medicine from a personal relation to a corporate or commercial one. Whether this is a desirable change should not be decided hastily.

Whenever health insurance is in operation the quality of the medical insurance work tends to become poorer, due to an overworked and underpaid profession. Nothing has yet been brought forward that proves conclusively that the same thing will not happen in the United States. Figures of any kind in regard to medical fees under the proposed health insurance scheme are almost impossible to obtain from its advocates. It has been said that fees may be twice those of the English system. The highest figures obtainable work out to about 40 cents a call.

Course in Public Health Nursing

in the School of Applied Social Sciences

Western Reserve University

CLEVELAND, OHIO.

SEPTEMBER, 1917--JUNE, 1918

Lectures, required reading, case discussion and excursions compose an important part of the Course.

Training in field work is obtained in the University Public Health Nursing District which has been established in a section of the city where a great variety of problems is offered for study and treatment.

Work in this district includes general visiting nursing; the care of the sick and well baby, of tuberculosis and contagious diseases; field work in the Districts of the Associated Charities and with the staff of School Nurses. Opportunities for experience in rural nursing may be arranged for.

A distinguishing feature of the Course is the responsible field work conducted for its educational value under the close supervision of a staff of instructors, all of whom have held positions of responsibility in Public Health Nursing.

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NOTE: Graduates in Public Health Nursing are in great demand. Requests for nurses thus qualified are in excess of supply. Promising candidates are frequently assisted in obtaining positions paying not less than \$1,200.00 per year.

Other Divisions in this School are:

Family Welfare and Social Service
Municipal Administration and Public Service

Now physicians as a general rule consider their fee a secondary matter and their present apprehension is for the quality of service quite as much as for their personal incomes. People get about what they pay for and value it accordingly. The medical profession does not wish to become a 40-cent profession commanding 30 cents' worth of respect. Nor does it wish to see the evils of lodge and contract practice extended.

Health insurance is an attempt to supplement an inadequate wage and there is no reason why the burden of it should fall on the medical profession. It is fundamentally an economic question. The average wage is not sufficient for a workman and his family to live on in health, nor can they afford to be sick. To this premise all subscribe. But the remedy? A living wage; or various expedients to quiet the social unrest, such as hiring doctors, at a similar inadequate wage, to treat ills that could largely be prevented or cared for in the usual way, if the worker were paid a healthful wage? "Health is purchasable."

General Gorgas tells how good pay, which enabled the workmen in the Panama canal zone to live properly, did more to raise the health of the zone community to its very high standard than all the other sanitary measures. Real public health is impossible without adequate wages.

No one realizes more sympathetically than the doctors the need for better health and care in sickness among the laboring classes, but health insurance, as at present advocated, merely spreads the burden. We must go to the root of the trouble and secure for every man, woman and child his right to health through his ability to purchase the requisites for vigorous well-being.

ALBERT BOWEN, M. D.

Rochester, N. Y.

PROFIT IN "APPEALS"

TO THE EDITOR: Several correspondents have complained in recent numbers of the SURVEY of the unreasonable duplications of appeals for charity, as well as what they assumed was a waste of money in postage and printing in sending out such appeals.

It is an error to assume that well-conducted standard charities spend too large a proportion of their income for printing and postage for appeals for funds. As financial secretary of the United Charities of Chicago, I send letters and printed matter to thousands of people.

The cost of collection of the United Charities of Chicago is about 2.9 per cent of the total amount collected.

A study by the Russell Sage Foundation shows that other leading charities in the United States of our type have a somewhat larger collection cost, but even those range from 3 to 10 per cent.

Here is a new angle to the situation. Nearly every appeal states an evil and describes a way of fighting it. For the fight, money is needed. An efficient charitable organization owes the general public this information. It is gathered in the course of its work and it is in duty bound to disseminate it.

Recently I sent a letter to seven hundred people who had never before been asked to contribute. The cost was \$25 for printing and postage and the returns were \$355. I could name dozens of similar experiences. The other day an appeal to former givers costing \$7 brought \$7,000.

William H. Allen, in Modern Philanthropy, says:

"To send 2,000 appeals, costs including postage, addressing, folding, etc., say \$60. The average life of a contribution is five years. If 2,000 appeals bring \$12 they pay their way. If they bring in \$100 they show

a big profit which increases progressively. A man once complained to me that money was wasted on sending him so many appeals. I counted up the exact cost of letter and stamps, plus circularizing him for several years. It totaled twenty-three cents. As I wrote him, he had sent us \$25, and if, as we hoped, he would continue his gift and interest one or two others we would seem to have made a pretty good investment."

This would seem to answer the criticisms referred to.

After eight or ten letters have been sent without response, then there is danger of annoying the prospect. I send a letter now and then, giving the "appealee" opportunity, by returning a card, to advise me that he wishes his name removed from the mailing list. Even then, very few persons return the card. A "prospective contributor" need not, however, await invitations to be removed from mailing list. If he mail a postcard at any stage of the game and ask to be taken off the list, his wishes will be respected in every case, thus saving the society some printing and postage expense and the recipient of the letters any further annoyance.

Does my argument put a new face on the matter?

B. C. ROLOFF.

[Financial secretary, United Charities of Chicago.]

FREE PAMPHLETS

TO THE EDITOR: In your issue of May 26 on the inside of the cover page, under the general heading of Pamphlets, you list the bulletins of this bureau at a price. Under Education you list the Vocational Education Survey of Minneapolis, which is our Bulletin 199, at 65 cents. Under the heading of Industry you mention our Bulletin 208, Profit Sharing in the United States, at 20 cents. You have listed our Bulletin 211, Labor Laws and Their Administration in the Pacific States, at 20 cents. Workmen's Compensation Laws of the United States and Foreign Countries, Bulletin 203, is listed at 75 cents.

The bulletins issued by the United States Bureau of Labor Statistics are free so long as our supply lasts, and the bulletins which you enumerate, being of recent issue, the supply of these for the time being is ample.

Under the law, the superintendent of public documents may, and he usually does, order a supply of public documents, the distribution of which is controlled by himself at a price. As a matter of practice, this is a reserve supply held by him for sale after the available supply of free documents distributed by the various government bureaus has been exhausted. Your notices, therefore, create a wrong impression, and, inasmuch as this bureau is seeking to reach with its literature all who are intelligently interested in the subjects to which our publications relate, the statement of a price attached is not looked upon with favor by this bureau. I trust you will accordingly make corrections in future issues.

ETHELBERT STEWART.

[Assistant commissioner of labor statistics, Washington.]

JOTTINGS

THE American Red Cross Commission to France is reported safely arrived at Paris.

DR. F. F. ULRİK, of Copenhagen, doyen of Danish housing reformers, died at the advanced age of ninety-nine years.

THE University of Chicago has raised the three million dollars necessary for it to receive the additional \$2,000,000 from the Rockefeller Foundation for a medical school, a gift contingent upon the securing of this amount [the SURVEY, November 18, 1916].

THIRTY tons of quinine are part of the equipment of the "anti-malaria mission" which French military and public health authorities are sending to Macedonia. The unit consists of 20 physicians, 300 soldiers and their officers, 18 automobile drivers and other attendants.

SINCE a large army camp is to be established near San Diego, Cal., the local health officer called recently at the request of the state commissioner of health, Dr. W. A. Sawyer, a conference of army officers and municipal officials. Recommendations were formulated for the strict enforcement of the red-light abatement law, for reporting venereal diseases to health authorities by the military officers, and for a close supervision over saloons.

THE death is announced of Major S. D. Rowland, bacteriologist of Lister Institute, London. Major Rowland fitted up a mobile laboratory which was used as a model for others. He organized and carried out a plan of house-to-house search for malaria carriers in the civil population of areas occupied by British troops, and he had begun a similar search for carriers of cerebrospinal meningitis when he himself was overcome by the disease.

NEITHER state industrial commissions nor the United States Employe's Compensation Commission has discriminated thus far in awarding workmen's compensation against injured men who are subjects of a country with which we are at war. Advice from the federal Department of Justice is to the effect that a bill has been drafted and will shortly be introduced in Congress, which has for its object the regulation of all trading with alien enemies, so-called, including the right to receive workmen's compensation.

THREE fellowships worth \$500 each and maintenance at the Westchester county penitentiary, New York, have been accepted by New York University from V. Everit Macy, county commissioner of charities and corrections. The fellows will be required to do their share of institutional work from that of mere guard duty or night watchman to confidential clerk to the warden, in order that they may understand the prison system thoroughly.

IN ENGLAND it is reported there is one physician to 2,500 persons in thinly settled areas; one to every 4,000 in the more densely peopled districts. In France, says the *Journal of the American Medical Association*, there are practically no private practitioners; every physician is working in the service of the state. In England, the profession itself has sole charge of supplying the army with medical officers. This is still being done without the necessity of a draft except that exercised by the profession.

THE death last week of Thomas Balmer, of Evanston, Ill., recalls the good offices which he extended the *Commons* previous to its merger with *Charities*. During that transition period he contributed not only financial aid, but the editorial services of his son, Edwin Balmer, who has since become a well-known writer. Thomas Balmer was distinguished among advertising men for leading the successful campaign against undesirable advertisements in which he won the support of many large and influential publishing interests.

MINNESOTA is the first state to write an anti-injunction law into its statutes. Governor Burnquist has just signed a bill, passed by the legislature at the request of organized labor, which embodies the main features of the federal Clayton act, including the declaration that "the labor power of a human being is not a commodity or article of commerce." No person can be prevented from persuading others from terminating a condition of employment, and no injunction shall be issued against any person or persons from going on strike or doing any other thing that would be lawful if no strike existed.

UNDER the title, "state committees of national defense, medical section," various organizations working for medical preparedness have been coordinated in order to avoid duplication and confusion of purpose. The new state committees will include the original state committees of physicians for medical preparedness, presidents and secretaries of state medical societies, chairmen of governors' committees, representatives of the American Red Cross, the Medical Reserve Corps, medical officers of the National Guard and other physicians active in cooperation with the surgeon-generals.

SOCIAL workers in Massachusetts are much pleased over the two appointments to the State Board of Charity, which Governor McCall announced on June 13. He reappointed Abraham C. Ratschky, a prominent banker, president of the Federated Jewish Charities of Boston, and rated as an able member of the board. As a new member he appointed B. Preston Clark, who is treasurer of Lincoln House, Boston. He has served as chairman of the Committee on Co-ordination of Aid Societies of the Massachusetts Committee on Public Safety, and is a business man who has become more thoroughly identified with social work than ever before as a result of the war.

MORE than 5,000 persons, at liberty under suspended sentences imposed by federal judges, were excused from returning to custody June 15 by a proclamation of the President granting them "full amnesty and pardon." Federal judges have been suspending sentences and putting prisoners on probation for years, but last December the Supreme Court held that they had no power to do this. All persons at liberty under such sentences would have had to return to custody except for the President's action. "Many of these persons," said the President, "are leading blameless lives and have re-established themselves in the confidence of their fellow citizens."

ACTIVITY by the Central Council of Social Agencies and the Chamber of Commerce has resulted in an announcement by the St. Louis police that there will be restriction as to soliciting funds on the public streets. St. Louis was the first city to start the tag day idea for hospitals, through the Hospital Saturday and Sunday Association. Smaller organizations doing some charitable work then tried the same method by selling flowers, tags or buttons. Undue solicitation by unchaperoned young girls pointed to the need of preventing promiscuous collections of funds on the public streets. The Central Council of Social Agencies worked out a plan, and the constituent members of the council, by a large majority, voted down street solicitation. Then the Chamber of Commerce carried the work further, taking up the matter with the police. The new strict regulations are expected to prevent abuses by small non-endorsed organizations.

IN HIS inaugural message of 1916, Governor McCall made the following statement

Invaluable to everyone who buys, sells or invests

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No Other Book Like It Learn the business and investment lesson told in the story of the automobile industry which in a few years jumped into third place by passing the One Billion Dollar Sales mark in 1916—a business in which millions of dollars have been, are and will be invested. Read the chapter by EDWARD G. WESTLAKE, America's foremost Automobile Editor—another by BUSINESS BOURSE, of New York—every chapter fascinating, interesting and authentic.

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THE BANK FOR SAVINGS

IN THE CITY OF NEW YORK,

280 Fourth Avenue, June 13, 1917.

196TH SEMI-ANNUAL DIVIDEND.

The Board of Trustees has declared an interest dividend for the Six Months ending June 30, 1917, at the rate of THREE AND ONE-HALF PER CENT. per annum on all sums of \$5.00 and upward entitled thereto, and payable on and after July 20th, 1917. The dividend will be credited to depositors as principal July 1st, 1917. Deposits made on or before July 10th, 1917, will draw interest from July 1st, 1917.

WALTER TRIMBLE, President.

LEWIS B. GAWTRY, Secretary.

JOHN HARPER, Comptroller.

The School of Nursing

PRESBYTERIAN HOSPITAL

enlarging its work and will admit a special class of students early in July. Exceptional opportunities for instruction and training in medical, surgical and children's services, including social service. Requirements for admission, graduation approved high or private school. For graduates of approved colleges for women, with satisfactory scientific preparation, course of training arranged covering two years and three months instead of three years.

For Further Information Address,

MISS ANNA C. MAXWELL

Presbyterian Hospital, N. Y. City

SITUATIONS WANTED

AN expert wishes engagement in a system of schools (day or Bible) as advisor in morals and vocational lines. Theodosia Duir, Box 532, Chautauqua, New York.

concerning the need for a revision of the constitution of Massachusetts: "No constitutional convention has been held in Massachusetts since 1853. It is doubtful if another period of history of equal length can be found more characterized by social and industrial change than the sixty-two years which have elapsed since that time. . . . I believe the time has come when our constitutional system should receive that connected and careful revision which it can best receive from a convention chosen for that purpose." The voters approved the recommendation last November, and delegates were chosen this spring for the convention, which began on June 6. The convention organized by electing ex-Governor John L. Bates as president. As showing the growing recognition secured by organized labor in Massachusetts, it is interesting to note that forty-eight delegates to the convention hold union cards. A movement to defer the convention because of the war was defeated.

WARTIME prohibition is not a closed topic in Great Britain as representatives of the liquor interests would lead the American public to believe. The Central Control Board has recently appointed an advisory committee of medical men, of which Lord D'Abernon is chairman and Sir George Newman one of the members—to consider the conditions affecting the physiological action of alcohol, particularly the effects on health and industrial efficiency, produced by the consumption of beverages of various alcoholic strengths, with special reference to the recent orders of the Central Control Board, and further to plan out and direct such investigations as may appear desirable with the view of obtaining more exact data on this and cognate questions.

WOODEN nutmegs are becoming increasingly unpopular in Connecticut of late [the SURVEY, February 26, 1916]. The real thing is being substituted. For instance, an up-to-date department of health was provided for by the legislature this spring. Some of the promising features are the employment of a full-time commissioner who, though he must be a graduate of a medical college recognized by the state and have experience in public health administration, need not be a resident of the state; a public health council of six members to establish a sanitary code and prescribe the qualifications of directors of bureaus and other appointees; the consolidation of cities and towns into sanitary districts. Officials are to enforce or to aid in the enforcement of the code and county officers to prosecute violations.

NO MORE strikes or lockouts, an end of boycotting and blacklisting by the establishment of industrial amity between employer and employed—these are the aims of the Commonwealth Committee of the Oakland Chamber of Commerce just organized. The committee consists of four union leaders and five members of the Chamber of Commerce representing employers. The union men insisted that they should be in the minority to offset the charge that labor was attempting to dictate. The first task of the committee will be to arrange working conditions among ship carpenters, house carpenters and bridge carpenters. This move was made following the offer of Oakland to construct 100 wooden vessels for the government's shipbuilding program, and the acceptance of the offer by William Denman, chairman of the United States Shipping Board.

INFORMATION for the families of American men who are reported wounded, missing or taken prisoner will be supplied through a new Red Cross Bureau of Information of Casualties, established at Washington, with W. R. Castle, Jr., as director.

INFORMATION DESK

The following national bodies will gladly and freely supply information and advise reading on the subjects named by each and on related subjects. Members are kept closely in touch with the work which each organization is doing, but membership is not required of those seeking information. Correspondence is invited. Nominal charges are sometimes made for publications and pamphlets. Always enclose postage for reply.

Health

SEX EDUCATION—New York Social Hygiene Society, Formerly Society of Sanitary and Moral Prophylaxis, 105 West 40th Street, New York City. Maurice A. Bigelow, Secretary. Seven educational pamphlets, 10c. each. Four reprints, 5c. each. Dues—Active \$2.00; Contributing \$5.00; Sustaining \$10.00. Membership includes current and subsequent literature; selected bibliographies. Maintains lecture bureau and health exhibit.

CANCER—American Society for the Control of Cancer, 25 West 45th St., New York City. Curtis E. Lakeman, Exec. Sec'y. To disseminate knowledge concerning symptoms, diagnosis, treatment and prevention. Publications free on request. Annual membership dues \$5.

COMMITTEE ON PROVISION FOR THE FEEBLE-MINDED—Objects: To disseminate knowledge concerning the extent and menace of feeble-mindedness and to suggest and initiate methods for its control and ultimate eradication from the American people. General Offices, Empire Bldg., Phila., Pa. For information, literature, etc., address Joseph P. Byers, Exec. Sec'y.

MENTAL HYGIENE—National Committee for Mental Hygiene, 50 Union Square, New York City. Clifford W. Beers, Sec'y. Write for pamphlets on mental hygiene, prevention of insanity and mental deficiency, care of insane and feeble-minded, surveys, social service in mental hygiene, State Societies for Mental Hygiene. Official quarterly magazine, *Mental Hygiene*, \$2.00 per year.

NATIONAL HEALTH—Committee of One Hundred on National Health. E. F. Robbins, Exec. Sec'y., 203 E. 27th St., New York. To unite all government health agencies into a National Department of Health to inform the people how to prevent disease.

TUBERCULOSIS—National Association for the Study and Prevention of Tuberculosis, 105 East 22nd St., New York. Charles J. Hatfield, M. D., Exec. Sec'y. Reports, pamphlets, etc., sent upon request. Annual transactions and other publications free to members.

THE AMERICAN SOCIAL HYGIENE ASSOCIATION publishes an illustrated book, *The Way Life Begins*, for parents, teachers and others, price \$1.25. Also *Social Hygiene*, a quarterly magazine, \$2.00 per year, and a monthly Bulletin \$2.25 per year. Annual membership \$5.00; sustaining \$10.00. Information upon request. William F. Snow, M. D., General Secretary, 105 West Fortieth Street, New York.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING. Object: to stimulate the extension of public health nursing; to develop standards of technique; to maintain a central bureau of information. Publications: *Public Health Nurse Quarterly*, \$1.00 per year; bulletins sent to members. Address Ella Phillips Crandall, R. N., Executive Secretary, 600 Lexington Ave., New York City.

THE AMERICAN RED CROSS—Through its Town and Country Nursing Service, maintains a staff of specially prepared visiting nurses for appointment to small towns and rural districts. Pamphlets supplied on organization and administration of visiting nurse associations; personal assistance and exhibits available for local use. Apply to Superintendent, Red Cross Town and Country Nursing Service, Washington, D. C.

PUBLIC HEALTH—American Public Health Assn. Pres., William A. Evans, M.D., Chicago; Sec'y, Prof. S. M. Gunn, Boston. Object "To protect and promote public and personal health." Seven Sections: Laboratory, Sanitary Engineering, Vital Statistics, Sociological, Public Health Administration, Industrial Hygiene, Food and Drugs. Official monthly organ, *American Journal of Public Health*; \$3.00 per year. 3 mos. trial subscription (to Survey readers 4 mos.) 50c. Address 126 Mass. Ave., Boston, Mass.

EUGENICS' REGISTRY.—Board of Registration; Chancellor David Star Jordan, Pres.; Dr. J. H. Kellogg, Sec'y; Prof. Irving Fisher, Dr. Chas. B. Davenport, Luther Burbank, Prof. O. C. Glaser, Exec. Sec'y. A Public Service conducted by the Race Betterment Foundation and Eugenics' Record Office for knowledge about human inheritance and eugenics. Literature free. Registration blanks for those who desire an inventory, and wherever possible, an estimate of their hereditary possibilities. Address Eugenics' Registry, Battle Creek, Mich.

PREVENTION OF BLINDNESS—National Committee for. Objects: To furnish information for Associations, Commissions and persons working to conserve vision; to publish literature of movement; to furnish exhibits, lantern slides, lectures. Printed matter: samples free; quantities at cost. Invites membership. Field, United States. Includes N. Y. State Com. Edward M. Van Cleave, Managing Director; Gordon L. Berry, Field Secretary; Mrs. Winifred Hathaway, Secretary. Address, 130 E. 22d St., N. Y. C.

Racial Problems

NEGRO YEAR BOOK—Meets the demand for concise information concerning the condition and progress of the Negro Race. Extended bibliographies. Full index. Price, 25c. By mail, 35c. Negro Year Book Company, Tuskegee Institute, Alabama.

In addition to information in Negro Year Book, Tuskegee Institute will furnish other data on the conditions and progress of the Negro race.

HAMPTON INSTITUTE, HAMPTON, VA.—Trains Negro and Indian youth. "Great educational experiment station." Neither a State nor a Government school. Supported by voluntary contributions. H. B. Frissell, Principal; F. K. Rogers, Treasurer; W. H. Scoville, Secretary. Free literature on race adjustment, Hampton aims and methods. *Southern Workman*, illustrated, monthly, \$1 a year; free to donors.

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE. 70 Fifth Ave., New York. Proposes to make 10,000,000 Americans physically free from penance, mentally free from ignorance, politically free from disfranchisement, and socially free from insult. Membership 8,600, with 70 branches. Official organ, *The Crisis*, 38,000 monthly. Pres., Moorfield Storey; Chairman, Board of Directors, Dr. J. E. Spingarn; Treas., Oswald Garrison Villard; Director of Publications and Research, Dr. W. E. B. Du Bois; Sec'y, Roy Nash.

THE JOURNAL OF NEGRO HISTORY—A quarterly publication concerned with facts, not with opinions. The organ of the Association for the Study of Negro Life and History. To popularize the movement of unearthing the Negro and his contribution to civilization that he may not become a negligible factor in the thought of the world. Carter G. Woodson, Director of Research and Editor. Subscription \$1.00 a year. Foreign subscription 25 cents extra. Address, 1216 You St., N. W., Washington, D. C.

Libraries

AMERICAN LIBRARY ASSOCIATION—Furnishes information about organizing libraries, planning library buildings, training librarians, cataloging libraries, etc. *A. L. A. Booklist*, a monthly annotated magazine on book selection, is a valuable guide to the best new books. List of publications on request. George B. Utley, Executive Secretary, 78 E. Washington St., Chicago.

Recreation

RECREATION—The Recreation Movement in War Times. Recreation workers "do their bit" for America. Discussions of rural recreation and community problems from the Recreation Congress, Grand Rapids, Michigan, in the June *Playground*. Price, Fifty Cents. Playground and Recreation Association of America, 1 Madison Ave., New York City.

Organized Charity

CHARITIES AND CORRECTION—National Conference of Charities and Correction, 315 Plymouth Ct., Chicago. Frederic Almy, Buffalo, N. Y., President; W. T. Cross, Gen. Sec. Proceedings carefully indexed comprehend all fields social work. Bulletins and misc. publications. Conducts information bureau. Forty-fourth annual meeting, Pittsburg, June 6-13, 1917. Membership, \$3.00.

ORGANIZED CHARITY AND CO-ORDINATED SOCIAL WORK—American Association of Societies for Organizing Charity. Mrs. W. H. Lothrop, chairman Executive Committee; Francis H. McLean, gen'l sec'y, 130 East 22d St., New York City. To promote the extension and development of Associated Charities and to further the proper co-ordinations and alignments in the social work of communities, including the making of community plans.

Children

CHILD LABOR—National Child Labor Committee, 105 East 22nd St., New York. Owen R. Lovejoy, Sec'y, 25 State Branches. Where does your state stand? How can you help? List of pamphlets and reports, free. Membership fee nominal.

CONSERVATION OF INFANT LIFE—American Assoc. for Study and Prevention of Infant Mortality, 1211 Cathedral St., Baltimore. Gertrude B. Knipp, Exec. Sec'y. Literature on request, Traveling Exhibit. Urges prenatal instruction; adequate obstetrical care; birth registration; maternal nursing; infant welfare consultations.

EDUCATIONAL HEALTH POSTERS COVERING CARE OF BABIES AND CHILDREN—Second edition of Parcel Post Exhibit. Photographic reproductions in color with simple, easily understood legends, attractively illustrated from original paintings; 25 posters (18" x 28") in set. Further information regarding these and other exhibits on request. Illustrated booklets on Baby and Child Care. Lantern slides. National Child Welfare Exhibit Association, Inc., 70 Fifth Ave., New York City.

NATIONAL KINDERGARTEN ASSOCIATION—250 Madison Ave., New York. Object: To have the kindergarten established in every public school. Four million children in the United States are now without this training. Furnishes Bulletins, Exhibits, Lecturers, Advice and Information. Works for adequate legislation and for a wider interest in this method of increasing intelligence and reducing crime. Supported by voluntary contributions.

Women

WOMEN IN INDUSTRY—National Consumers' League, 289 Fourth Ave., New York. Mrs. Florence Kelley, Gen'l Sec'y, 87 branch leagues. Reports, pamphlets sent on request. Minimum membership fee \$2.00, includes current pamphlets. Minimum wages boards, protection of women workers, sweat-shops, etc.

WORKING WOMEN—National Women's Trade Union League stands for self-government in the work shop through organization and also for the enactment of protective legislation. Information given. "Life and Labor," working women's monthly magazine, 5c. a copy. Mrs. Raymond Robins, Pres.; Mrs. Amy Walker Field, Editor, 166 West Washington St., Chicago.

EVENING CLUBS FOR GIRLS—National League of Women Workers, 35 East 30th St., New York. Organizing Sec'y, Jean Hamilton. Recreation and instruction in self-governing and self-supporting groups for girls over working age. Monthly magazine, "The Club Worker," Twenty-five cents, 1 year.

HOME AND INSTITUTIONAL ECONOMICS—American Home Economics Association, for Home, Institution, and School. Publishes Journal of Home Economics. 12 issues a year, \$2.00. Next meeting: University of Minnesota, August 22-28, 1917. Address 1211 Cathedral St., Baltimore, Md.

Settlements

SETTLEMENTS—National Federation of Settlements. Develops broad forms of comparative study and concerted action in city, state, and nation, for meeting the fundamental problems disclosed by settlement work; seeks the higher and more democratic organization of neighborhood life. Robert A. Woods, Sec'y, 20 Union Park, Boston, Mass.

Civic Problems

MUNICIPAL PROBLEMS—National Municipal League, North American Bldg., Philadelphia. Lawson Purdy, Pres.; Clinton Rogers Woodruff, Sec'y. Charters, commission government, taxation, police, liquor, electoral reform, finances, accounting, efficiency, civic education, franchises, school extension. Publishes *National Municipal Review*.

SHORT BALLOT AND COMMISSION GOVERNMENT—The Short Ballot Organization, 383 Fourth Ave., N. Y. City. Woodrow Wilson, Pres.; Richard S. Childs, Sec'y. National clearing house for information on these subjects. Pamphlets free. Publish *Board's Loose-Leaf Digest of Short Ballot Charters*.

PROPORTIONAL REPRESENTATION. Adopted by Ashtabula, O., and Calgary, Alberta. In "Home Rule" Act for Ireland. Recommended unanimously by official commission, 1917, for part of Commons of England. A rational and fundamental reform. Headquarters, American P. R. League. Pres., William Dudley-Foulke; Sec.-Treas., C. G. Hoag, 802 Franklin Bank Bldg., Phila. P. R. Review (quarterly) 40c a year. Leaflets free. Several pamphlets, 25c. \$1 entitles subscriber to all publications for a year and to membership if desired.

Church and Community

THE CHURCH AND SOCIAL SERVICE—The Federal Council of the Churches of Christ in America operates through its Commission on the Church and Social Service. "A Year Book of the Church and Social Service." (Paper, 30c.; Cloth, 50c.), gives full information regarding social movements in all the churches. For literature and service address the Secretary, Rev. Charles S. Macfarland, 105 E. 22nd St., New York.

EPISCOPAL SOCIAL SERVICE—The Joint Commission on Social Service of the Protestant Episcopal Church. For literature and other information, address the Executive Secretary, Rev. F. M. Crouch, Church Missions House, 281 Fourth Avenue, New York City.

UNITARIAN SOCIAL ADVANCE—The American Unitarian Association through its Department of Social and Public Service. Reports and Bulletins free. Lecture Bureau. Social Service Committees. Elmer S. Forbes, Secretary of the Department, 25 Beacon St., Boston.

Aid for Travelers

AID FOR TRAVELERS—The Travelers' Aid Society provides advice, guidance and protection to travelers, especially women and girls, who need assistance. It is non-sectarian and its services are free irrespective of race, creed, class or sex. For literature, address Orin C. Baker, Gen. Sec'y, 465 Lexington Ave., New York City.

General

SOCIAL DIAGNOSIS—A new and important book, by Mary E. Richmond, for all who must make decisions affecting the welfare of individuals, whether in courts, hospitals, schools, workshops, or in public and private social agencies. Cloth, 511 pp., \$2.00 net; postpaid, \$2.10. Order of Publication Department, RUSSELL SAGE FOUNDATION, 130 E. 22d St., New York City.

AMERICAN INSTITUTE OF SOCIAL SERVICE, Bible House, Astor Place, New York City. Founded by Dr. Josiah Strong. Nathaniel M. Pratt, General Secretary. Edward W. Bemis, Robert A. Woods, department directors. Welcomes inquiries as to all matters of community organization and progress. Members of its staff glad to enter into consultation by correspondence about given conditions or particular projects. Assists in bringing to individual new undertakings the combined results and lessons of the best productive achievement. Ready to aid in securing publications, speakers, temporary or permanent leadership. Particular attention given to requests from communities in which all such effort is at an early stage. Seeks to bring about better co-operation among specialized national organizations, toward securing the more comprehensive local application of their types of service. Promotes the fullest extension of principles and methods which on a limited scale have conclusively shown their power for the upbuilding of the nation.

CHARLES FRANCIS PRESS, NEW YORK

Immigration

NATIONAL LIBERAL IMMIGRATION LEAGUE—Advocates selection, distribution and Americanization and opposes indiscriminate restriction. Summarized arguments and catalog of publications on request. Minimum membership (\$1) includes all available pamphlets desired, and current publications. Address Educational Dept., National Liberal Immigration League, Sun Bldg., N. Y.

IMMIGRANT GIRLS—Council of Jewish Women (National), Department of Immigrant Aid, with headquarters at 242 E. Broadway, New York City—Miss Helen Winkler, chairman—gives friendly aid to immigrant girls; meets, visits, advises, guides; has international system of safeguarding. Invites membership.

CALENDAR OF CONFERENCES

Items for the next calendar should reach the SURVEY before July 11.

JUNE AND JULY CONFERENCES

ALIENISTS AND NEUROLOGISTS, Annual Meeting of the. Under auspices of the Chicago Medical Society, Chicago, July 10-12. Sec'y, Dr. Bayard Holmes, 30 North Michigan avenue, Chicago.

BUILDING AND LOAN ASSOCIATIONS, United States League of Local, Boston, July 25-26. Sec'y, H. F. Cellarius, Station A, Cincinnati, O.

CHURCH WORK, Conference for. Cambridge, Mass., June 22-July 7. For further information, address Miss Marian DeC. Ward, 415 Beacon street, Boston.

EDUCATION ASSOCIATION, National. Portland, Ore., July 7-14. Sec'y, D. W. Springer, Ann Arbor, Mich.

LIBRARY ASSOCIATION, American. Louisville, Ky., June 21-27. Sec'y, George B. Utley, 78 East Washington street, Chicago.

MUNICIPAL LEAGUE OF INDIANA. Shelbyville, July 10-12. Sec'y, W. S. Jones, Shelbyville, Ind.

MUNICIPALITIES, League of Michigan. Grand Rapids, July 26-27. Sec'y, Charles A. Sink, Ann Arbor, Mich.

NURSES' ASSOCIATION, California State. San Diego, Calif., July 5-7. Sec'y, Mrs. B. Taylor, 126 Ramsell street, San Francisco.

SCHOOL GARDEN ASSOCIATION OF AMERICA. Portland, Ore., July 11. Sec'y, E. Ruth Pyrtle, Lincoln, Neb.

SCHOOL PEACE LEAGUE, American. Portland, Ore., July 7-14. Sec'y, Mrs. Fannie Fern Andrews, 405 Marlborough street, Boston.

SOCIOLOGICAL CONGRESS, Southern. Blue Ridge, N. C., July 29-31. Sec'y, J. E. McCulloch, 508 McLachlen bldg., Washington, D. C.

NATIONAL

BAR ASSOCIATION, American. Saratoga Springs, N. Y., September 4-6. Sec'y, George Whitelock, 1416 Munsey building, Baltimore.

CRIMINAL LAW AND CRIMINOLOGY, American Institute of. Saratoga, N. Y., September 3-4. Sec'y, Edwin M. Abbott, Land Title building, Philadelphia.

HOME ECONOMICS ASSOCIATION, American. Minneapolis, Minn., August 22-28. Sec'y, Mrs. Alice P. Norton, 1326 East 58 street, Chicago.

HOUSING ASSOCIATION, National. Chicago. October 15-17. Headquarters, Hotel La Salle. Sec'y, Lawrence Veiller, 105 East 22 street, New York City.

INTERCHURCH FEDERATIONS, The Purpose and Methods of. Called by the Federal Council of the Churches of Christ in America. Pittsburgh, October 1-4. Sec'y, Rev. Roy B. Guild, 105 East 22 street, New York City.

INTERCOLLEGIATE SOCIALIST SOCIETY. Bellport, L. I., Sept. 18-24. Sec'y, Harry W. Laidler, 70 Fifth Avenue, New York City.

MUNICIPALITIES, League of American. Gary, Ind., Sept. 5-8. Sec'y, Robert E. Lee, Baltimore.

RECREATION CONGRESS OF THE PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA. Milwaukee, Wis., November 20-23. Sec'y, H. S. Braucher, 1 Madison avenue, New York City.

STATE AND LOCAL

CHARITIES AND CORRECTION, Canadian Conference of. Ottawa, September 23-25. Sec'y, Arthur H. Burnett, City Hall, Toronto, Canada.

CHARITIES AND CORRECTIONS, South Carolina Conference of. Aiken, S. C., November. Pres., Rev. K. G. Finlay, Columbia, S. C.

MUNICIPALITIES, League of California. Santa Rosa, September 24-29. Sec'y, Wm. J. Locke, Pacific building, San Francisco.

MUNICIPALITIES, League of Virginia. Lynchburg, Va., September 18-20. Sec'y, L. C. Brinson, Portsmouth, Va.

MUNICIPALITIES, League of Wisconsin. Racine, August 15-17. Sec'y, Ford H. MacGregor, Madison, Wis.

MUNICIPALITIES, Union of Canadian. London, Ontario, August 27-29. Sec'y, W. D. Lightall, Westmount, Quebec.

THE SURVEY

*Announces as a Feature of Its Summer Issues
a New Weekly Department*

SOCIAL FORCES *in* WAR TIME

By EDWARD T. DEVINE

THE National Conference of Social Work (née National Conference of Charities and Correction) had its special section at Pittsburgh on social problems of the war, and this is only one expression of the inevitable preoccupation of all of us with those problems.

The fundamental aspects of poverty, disease, and crime, and therefore the fundamental objects and principles of social work, remain the same in peace and in war. Relative values of social problems and social interests, however, are profoundly affected by the war. New problems are created; certain of the old ones become more intense; certain others almost drop out of sight. Social work is inevitably modified by those changes. The activities of many existing agencies are expanded or adjusted to meet the new needs; many new organizations are formed; the federal and state governments exert extraordinary powers over individual lives and social welfare; and interest in social problems is tremendously increased.

EDWARD T. DEVINE, associate editor of the SURVEY, who was chairman of the special section at the Pittsburgh conference, will gather into a condensed and characteristic department—entitled Social Forces in War Time—a discussion of such of these problems as arise in the current experience of American communities. It will be a department of one page, or two, or four pages, as developments and the subjects treated may require. The Red Cross will come in for its full share of attention. The morals of soldiers and of civilians as affected by the war, pensions and separation allowances, will fall within its scope. The social treatment of resident alien subjects and of war-prisoners; the conservation of labor; thrift and economy; the food question and war prohibition, will be perennially fruitful topics. Relief and reconstruction in Europe, the effect of the war on population and on our social and economic institutions, will give a wider sweep to the discussion now and then, but will not be allowed to crowd out very concrete description and criticism of immediate local experiments.

“**S**Ocial Forces” is not new to readers of the SURVEY. Through this department, at different times, Mr. Devine has put out some of his most original and vigorous thinking. Its wartime application is new. It will afford current weekly discussion from a consistent point of view. It will complement both the news service of the SURVEY and the series of quick surveys of wartime social problems which are being prepared by members of the staff for publication as considerable articles, and later as pamphlets. Its announcement is the second notable step in carrying out the wartime service program outlined in the SURVEY for June 9.

*M*EN, women and organizations who have hitherto borne only a detached relation to civic and philanthropic undertakings, are making themselves known to social workers all over the country. This department will do much to give them insight and perspective. Readers of the SURVEY are asked to send in the names of such recruits—or better, send in, or encourage them to send in, four months' trial subscriptions at \$1, dating from July 1, but beginning with the June 30 issue, which opens Mr. Devine's department.

S.S.

THE SURVEY

Bureau of the
JUN 1 1917
Public Health Service

Courtesy of the American Journal of Care for Cripples



CRIPPLED BOYS INSTRUCTING A CRIPPLED SOLDIER IN THE ART OF WOOD-TURNING

A typical scene from the Heritage School of Arts and Crafts, Sussex, England, where the comradeship and mutual instruction of crippled boys and soldiers is giving splendid educational results

PAMPHLETS

CIVICS AND RECREATION

- SWIMMING POOLS.** By V. K. Brown, superintendent of recreation, Newark, N. J., and S. K. Nason, director, Municipal Gymnasium and Baths, Brookline, Mass. Reprinted from *The Playground*, April, 1917. Playground and Recreation Association of America, 1 Madison avenue, New York city. Fifteen cents.
- REPORT OF THE COMMITTEE ON RECREATION BUILDINGS.** Reprinted from *The Playground*, April, 1917. Playground and Recreation Association of America, 1 Madison avenue, New York city. Fifteen cents.

EDUCATION

- SECONDARY AGRICULTURAL SCHOOLS IN RUSSIA.** By W. S. Jesien, Bureau of Education. Bulletin, 1917, No. 4, Department of the Interior. 5 cents per copy. Government Printing Office, Washington, D. C.
- WHAT IS REAL DEMOCRATIC EDUCATION?** By E. Edwards and J. M. Mactavish. **WHAT LABOUR WANTS FROM EDUCATION.** By J. M. Mactavish. **TRADITION POLICY AND ECONOMY IN ENGLISH EDUCATION.** By William Temple. **WAR AND THE WORKERS.** A study guide. **EDUCATIONAL RECONSTRUCTION.** Recommendations to the Reconstruction Committee. **DEMOCRACY OR DEFEAT.** By W. E. A. Soldier. One penny each. From *The Workers' Educational Association*, 14, Red Lion Square, London, W. C.
- DELINQUENCY AND DENSITY OF POPULATION.** By J. Harold Williams. Reprinted from the *Journal of Delinquency*, Vol. II, No. 2, March 1917. Department of Research Bulletin No. 4, Whittier State School, Whittier, Calif.

HEALTH

- KEEP IN FIGHTING TRIM.** American Social Hygiene Association, Inc., 105 West 40 street, New York City. 5 cents.
- WHAT SHALL WE READ?** A list of books on social hygiene and related topics. American Social Hygiene Association, 105 West 40 street, New York city. 5 cents.
- VENEREAL DISEASES.** American Social Hygiene Association, 105 West 40 street, New York city. 5 cents.
- A STUDY OF VENEREAL PROPHYLAXIS IN THE NAVY.** By Charles E. Riggs, medical inspector, United States Navy. American Social Hygiene Association, 105 West 40 street, New York city. 5 cents.
- ADMISSION OF MENTAL DEFECTIVES TO THE STATE INSTITUTIONS.** New York Committee on Feeble-mindedness, 105 East 22 street, New York city.
- EXAMINING CLINICS IN MENTAL HYGIENE BY THE SUB-COMMITTEE ON CLINICS.** New York Committee on Feeble-mindedness, 105 East 22 street, New York city.
- THE TUBERCULOSIS WAR PROBLEM OF THE UNITED STATES.** By Dr. George T. Palmer, President, Illinois Tuberculosis Association. Published by the Illinois Tuberculosis Association, 8 South Dearborn street, Chicago.
- TUBERCULOSIS IN MASSACHUSETTS.** Massachusetts Anti-Tuberculosis Association, 3 Joy street, Boston.
- ROUTINE MENTAL TESTS AS THE PROPER BASIS OF PRACTICAL MEASURES IN SOCIAL SERVICE.** By Helen M. Wright, Psychopathic Hospital, Boston. Reprint from *Boston Medical and Surgical Journal*.
- COMPULSORY HEALTH INSURANCE.** Statement issued by Social Insurance Department, National Civic Federation. Lee K. Frankel, chairman. Metropolitan Life Insurance Company, 1 Madison avenue, New York.
- FACTS ABOUT THE THREATENED POLLUTION OF THE CITY'S WATER SUPPLY.** Merchants' Association of New York.
- BIBLIOGRAPHY OF TUBERCULOSIS IN ITS RELATION TO HOUSE INFECTION AND HOUSING BETTERMENT.** By James Ford. Reprint from *American Journal of Public Health*, 755 Boylston street, Boston.
- PUBLIC HEALTH AND PRIVATE CONSCIENCE.** Industrial District Nursing Association, Boston.
- REPORT OF THE TUBERCULOSIS SURVEY OF THE MICHIGAN STATE BOARD OF HEALTH.** By John L. Burkart, M.D., secretary, Lansing, Mich.

INDUSTRY

- MEMORANDA OF HEALTH OF MUNITION WORKERS' COMMITTEE, of the British Ministry of Munitions:** No. 1. Sunday Labour. No. 2. Welfare Supervision. 1d. No. 3. Industrial Canteens. No. 4. Employment of Women. 1½d. No. 5. Hours of Work. 1½d. No. 6. Canteen Construction and Equipment. 4d. No. 7. Industrial Fatigue and Its Causes. 1½d. No. 8. Special Industrial Diseases. 1d. No. 9. Ventilation and Lighting of Munition Factories and Workshops. 1½d. No. 10. Sickness and Injury. 1½d. No. 11. Investigation of Workers' Food Suggestions as to Dietary in Industrial Canteens. By Leon-

ard E. Hill, M.B., F.R.S., 1½d. No. 12. Statistical Information Concerning Output in Relation to Hours of Work. Collected by H. M. Vernon, M.D. 1½d. No. 13. Juvenile Employment. 1d. No. 14. Washing Facilities and Baths. 1d. No. 15. The Effect of Industrial Conditions Upon Eyesight. 1d. No. 16. Medical Certificates for Munition Workers. 1d. No. 17. Health and Welfare of Munition Workers Outside the Factory. (Unnumbered:) Duties of Lady Superintendents (sometimes called lady welfare supervisors). List of Books Recommended for the Use of Welfare Supervisors. Pamphlet: **FEEDING THE MUNITION WORKER.** Prepared by the Canteen Committee of the Central Control Board (Liquor Traffic), 6d. To be obtained from Wyman & Sons, Ltd., 29, Breems Buildings, Fetter Lane, London, E. C., and from T. Fisher Unwin, Ltd., London, W. C.

SOZIALPOLITIK IM KRIEGE UND NACH FRIEDENS-SCHLUSS. By von Prof. Dr. Stephan Bauer, director of International Bureau of Labor, Basle. Bulletin 42, of Swiss Society for Promotion of International Protection of Labor, Berne, Switzerland.

1. SHALL CALIFORNIA LABOR BE FREE OF SLAVE? 2. ESSENCE OF LAROR'S CONTENTION ON THE IN JUNCTION ABUSE. California State Federation of Labor, 525 Market street, San Francisco.

A FEDERAL LABOR RESERVE BOARD FOR THE UNEMPLOYED. By William M. Leiserson, Toledo University, Ohio. Reprint from *Annals of the American Academy of Political and Social Science*.

1. WORKMEN'S COMPENSATION LAWS. 2. SOCIAL INSURANCE. 3. HEALTH INSURANCE IN RELATION TO THE PUBLIC DISPENSARY, by I. M. Rubinow. 4. HEALTH INSURANCE IN RELATION TO PUBLIC HEALTH, by I. M. Rubinow. 5. SOCIAL INSURANCE. By I. M. Rubinow. American Medical Association, 535 North Dearborn street, Chicago.

THE STORY OF STEEL. By Donald Wilhelm. U. S. Steel Corporation, 71 Broadway, New York.

SCIENTIFIC MANAGEMENT AND ITS RELATION TO THE HEALTH OF THE WORKER. Maximum vs. Minimum Hour Legislation. Reprint from *Annals of the American Academy of Political and Social Science*. By Richard A. Feiss, Clothcraft Shops. Cleveland.

PUBLIC REGULATION OF WAGES, HOURS, AND CONDITIONS OF LABOR OF THE EMPLOYEES OF PUBLIC SERVICE CORPORATIONS. Reprint from the *National Municipal Review*. SHALL THE INTERSTATE COMMERCE COMMISSION AND THE STATE PUBLIC UTILITY COMMISSIONS FIX WAGES ON THE RAILROADS AND ON LOCAL PUBLIC UTILITIES? Reprint from the *Annals*. By Delos F. Wilcox, Elmhurst, N. Y.

INTERNATIONAL

SAVING THE WORLD FOR DEMOCRACY. A statement by Rev. Alson H. Robinson, First Congrega-

tional Church, Reading Road and Linton street, Cincinnati. 5 cents.

THE NEW PAN AMERICANISM. Part III, Central American League of Nations. World Peace Foundation, 40 Mt. Vernon street, Boston.

IS AMERICA DRIFTING? By Nicholas Murray Butler, Columbia University, New York

THE ECONOMIC SOLUTION OF THE EUROPEAN CRISIS. International Morality and Exchange. 6d net. By Henri Lambert. Published by George Allen and Unwin, Ruskin House, 40 Museum street, W. C., London.

THE WAR AND THE SETTLEMENT; An Italian View. By Eugenio Rignano. 6d. ITALY AND THE JUGOSLAV PEOPLES. By "Civis Italicus," translated by G. F. Hill. 3d. BELGIUM AND THE PRINCIPLE OF NATIONALITY, by Jules Destrée. 3d. THE ORIGINS OF THE WAR, the testimony of a witness. By Take Ionescu. 3d. NOTES ON THE COUNTRIES AT WAR. 1d. OUTLINE SYLLABUSES ON SOME PROBLEMS OF THE WAR. 2d. BRITISH FOREIGN POLICY: A Scheme of Study. 3d. THE CAUSES OF THE WAR; WHAT TO READ. 6d. WAR AND DEMOCRACY: A Scheme of Study. 2d. THE BRITISH EMPIRE: A Scheme of Study. 3d. INTERNATIONAL RELATIONS: A Scheme of Study. 3d. RUSSIA, by Arthur Reade. 2d. SERBIA'S PLACE IN HUMAN HISTORY. By Rev. Nicholas Velimirovic. 3d. THE PROBLEM OF SMALL NATIONS IN THE EUROPEAN CRISIS. By Prof. Thomas G. Masaryk. 3d. COUNCIL FOR THE STUDY OF INTERNATIONAL RELATIONS. 1, Central Buildings, Westminster, S. W., London.

A WAR SERVICE PROGRAM FOR THE CHURCH. Bulletin No. 2. The Joint Commission on Social Service of the Protestant Episcopal Church, Church Missions House, New York City.

MISCELLANEOUS

WHAT IS THE EUGENICS REGISTRY? By O. C. Glaser, professor of zoology, University of Michigan; secretary of the Eugenics Registry of the Race Betterment Foundation. Reprinted from *Good Health*, Battle Creek, Mich., February, 1917.

THE CONSCIENTIOUS OBJECTOR. By Dr. Sydney Strong, Queen Anne Congregational Church, Seattle.

RUSSELL SAGE FOUNDATION LIBRARY. Bulletin No. 23, June, 1917. By Frederick W. Jenkins, 13 East 22 street, New York city.

CONSCRIPTION. Speech of Hon. William E. Borah, of Idaho, in the United States Senate, April 28, 1917.

CONDUCT OF THE BIG BROTHER MOVEMENT. Social Service Committee, District Grand Lodge, No. 6, Independent Order of B'nai B'rith, chairman William J. Mack, 208 S. La Salle street, Chicago.

WHY SHOULD WE HAVE UNIVERSAL MILITARY SERVICE? Compiled from writings of Murray Smith, Franklin H. Giddings, Frederic Louis Huidekoper and General Emory Upton. New York Division of Intelligence and Publicity of Columbia University. \$5 a hundred from secretary of Columbia University.

BREAD BULLETS By Roy S. MacElwee. New York Division of Intelligence and Publicity of Columbia University. \$5 a hundred from secretary of Columbia University.

AMERICAN JEWS AND THE WAR. By John W. Schmidt and Cromwell Childs. 15 cents from Joint Distribution Committee of the Funds for Jewish War Sufferers, 20 Exchange place, New York city.

LITTLE ADVENTURES WITH JOHN BARLEYCORN. By Harry Lee and William H. Matthews. New York Association for Improving the Condition of the Poor, 105 East 22 street, New York city.

OUR CATHOLIC TITLE DEEDS. Printed for distribution by the Knights of Columbus Catholic Truth Committee. The Encyclopedia Press, Inc. 23 East 41 street, New York city.

THE LIBERTY LOAN. Address of Hon. W. G. McAdoo, secretary of the Treasury, Senate Document, No. 40. Government Printing Office, Washington, D. C.

MAKING A MARKET IN LIBRARIES. By Adelaide R. Hesse, chief, economics and documents division, New York Public Library. Reprinted from *The Library Journal*, April, 1917



AN INVENTORY ON JULY FTH

*I have ten little toes
That are all in place;
I have one little nose
That is on my face.
My fingers are still
Where they ought to be,
And there's nothing at all
The matter with me.*

—Quarterly of the National Fire Protective Association.

BOOKS RECEIVED

GRADED SOCIAL SERVICE FOR THE SUNDAY SCHOOL. By W. Norman Hutchins. University of Chicago Press. 135 pp. Price \$.75; by mail of the Survey \$1.80.

EDWARD HUDSON, INTERPRETER OF GOD. By Charles Hatch Sears. Griffith and Rowland Press. 15 pp. Price \$1; by mail of the Survey \$1.08.

HOME LABOR-SAVING DEVICES. By Rhea Clarke Scott. J. P. Lippincott Co. 117 pp. Price \$1; by mail of the Survey \$1.08.

A MEMORIAL OF ANDREW J. SHEPMAN. Edited by Conde B. Pallen. Encyclopedia Press. 362 pp. Price \$2 postpaid.

(Continued on inside back cover)



Industrial Poisons in Mmunition Plants

By *Gertrude Seymour*

OF THE SURVEY STAFF

WITH the entrance of our country into the war have come many far-reaching changes in our industrial life. Trades formerly of little general importance now suddenly come into the foreground, making demand for thousands of workmen and confronting us with new, unknown occupational disease and hazards of which till now we have heard only through the reports of British and German factory inspectors. Most conspicuous among them is the munitions industry, and especially the branch which manufactures high explosives, for the work with metals in making arms and cartridges is not attended with any dangers new to us Americans.

But up to the outbreak of the war the manufacture of explosives in this country was largely limited to what are known as "peace explosives," nitroglycerine and mixtures of nitro-cotton and nitroglycerine for mining and construction and for agriculture. Then came the demand from Europe for war explosives, and it met with a quick response. Works were erected to manufacture picric acid, the favorite explosive of the French, trinitrotoluol or TNT, for Russia and England, and still more unfamiliar explosives such as tetryl and TNA. Our nitrocellulose factories were enlarged, new ones built, and factories built to fill shells with high explosive charges.

An even more rapid development had been going on in England, and when the war was less than six months old reports began to come from that country of strange cases of industrial poisoning which were appearing in explosives works in such numbers as to call for a governmental inquiry. The results of such an inquiry, later published, showed that TNT was a subtle and dangerous poison; that the fumes from nitration processes were deadly, and that industrial sanitarians were faced with new and serious problems.

In view of these warnings from England, it seemed only the part of wisdom to institute an inquiry into the situation in this country. Accordingly the United States Bureau of Labor Statistics requested Dr. Alice Hamilton, their expert on occupational poisons, to make a study of the actual conditions in American explosives works and in shell-filling plants. Dr. Hamilton completed her investigation in January of this year and the results have just been published as Bulletin 219 of

the bureau. This is, by the way, an unusual record for a governmental publication, which often appears so many months after the date of investigation as to seem fairly stale to the ordinary reader.

Dr. Hamilton's introduction was evidently written before our entrance into the war, since she assumes that the demand for explosives will soon cease. But in spite of that, she lays stress on the continuing importance of this industry even if no more ammunition is needed for Europe:

It must not be regarded as a temporary industry, one that may be ignored as of little risk to the health of the workers, because it will come to an end with the present war. Even if the demand for munitions should cease with the declaration of peace there is every probability that these factories will still be utilized, if not for the manufacture of high explosives, then for the making of closely allied products. Formerly we imported benzol and toluol from Germany; now, because they are indispensable for the production of explosives, we have learned to distill them, and certainly we shall continue to do so and to apply them to many uses for which formerly they were too expensive. Carboic acid was imported. It is now made here in great quantities and will continue to be. Plants built and equipped to make guncotton may be used to make celluloid and picture films. It is probable that some of these newer explosives may take the place of nitroglycerin for blasting and excavating. So it would be a great mistake to look upon the industry as accidental and transient. It is a permanent addition to American industrial life and deserves careful scrutiny lest the dangers due to its hasty beginning and rapid growth become fastened upon it.

In trying to discover the amount of sickness and death for which this industry was responsible Dr. Hamilton seems to have encountered a great deal of difficulty. She says:

It is impossible to give accurate figures as to the amount of sickness and death caused by work in this industry since the war broke out, for the information can not be secured. Many cases were never recognized, many others were seen by company physicians or insurance physicians, who are unwilling to give any information or tell anything about them. . . .

Then there are factories, some of them employing hundreds of men, where there is either no medical care or it is so inadequate as to be of little use. In such a factory the general carelessness and indifference to the welfare of the men are so great that nobody can be found who is in a position to give trustworthy information about sickness in the working force. . . .

One physician writes as follows, concerning a shell plant where several deaths had recently occurred and where it was impossible to obtain any medical records: "It has been reported to me that a still larger number of deaths have occurred. The workers are drawn for temporary employment from localities all around here

and from a considerable distance away. It must be very difficult to diagnose these cases which occur sporadically in a town at a distance from the plant. Medical and funeral expenses are met by the company, and those who act for the company give to the family or patient some diagnosis which is insufficient to serve as a ground for legal action."

Dr. Hamilton visited 41 factories employing about 90,000 workers, 30,000 of whom were engaged in work which exposed them to poisons. From only 28 of the 41 plants could she secure any information. In these 28, she learned that during 1916 there were 2,507 cases of industrial poisoning and 53 deaths. No study was made of accidents.

CASES OF INDUSTRIAL POISONING IN 28 PLANTS IN ONE YEAR

Poison	Number of cases			Fatal cases		
	Men	Women	Total	Men	Women	Total
Nitrogen oxides and nitric acid	1,389	...	1,389	28	...	28
Trinitrotoluol	659	43	702	11	2	13
Picric acid	7	...	7	...	...	...
Nitrobenzol and nitrotoluol	12	...	12	1	...	1
Benzene and toluol	14	...	14	7	...	7
Sulphuric ether	52	...	52	1	...	1
Anilin	205	...	205	...	...	...
Phenol	2	...	2	1	...	1
Sulphuric acid	4	...	4	1	...	1
Mixed acids	2	...	2	1	...	1
Chlorine gas	3	...	3	...	...	...
Ammonia gas	1	...	1	...	...	...
Mercury	1	...	1	...	...	...
Fulminate of mercury	79	32	111	...	...	...
Nitronaphthalene	2	...	2	...	...	...
Total	2,432	75	2,507	51	2	53

The poison at the head of the list, nitrogen oxides, is the most important because the most widespread. All high explosives are products of the action of nitric acid on various substances, and therefore the "fume sickness," the poisoning resulting from exposure to nitrous fumes, seems to be very common, especially in connection with the making of guncotton, nitrocellulose and picric acid. Mild cases are so frequent in hot heavy weather that they attract little attention. In the summer of 1916, when the weather was very hot, one guncotton plant where 300 men are engaged in nitrating used to have about 20 men every 24 hours who had to go to the doctor with "fume sickness," but could return to work that same day or night." But the typical form of nitrous fume poisoning is a rapidly increasing edema of the lungs. The history of a typical case of this sort Dr. Hamilton describes as follows:

The man has a choking spell, perhaps no severer than he has had on other occasions. He recovers and goes home, feeling fairly well and not apprehensive of any serious effects. Some hours later, perhaps after he has gone to bed, he begins to "choke up," to cough, and be short of breath. Sometimes he has cramps in the abdomen and vomiting. . . . There is an increasing air hunger; the man lies motionless, propped up on pillows, his face livid, his eyes full of fear, unable to speak or move, needing all his strength to labor for breath. At first his cough is dry. Then he begins to expectorate a sticky, frothy fluid which may be bloodstained. As the dyspnea increases his whole body may become livid. He gradually loses consciousness, and just before death there may be convulsions. An autopsy shows intense congestion of the finer bronchioles and air vesicles, which last are filled with an exudation of serum. It is said that the man is actually drowned in his own fluids.

Next in importance to nitrous fumes is that new explosive, trinitrotoluol, called for convenience triton or TNT, which was responsible for 702 cases of poisoning in 1916, and for 13 deaths. There was almost complete ignorance of the effects of this poison in the United States when the manufacture began on a large scale, and it was not till serious illness had appeared among the men and women employed in handling it that information concerning causes and remedies began to spread.

It is apparently in filling shells with this triton that the greatest danger is found. Descriptions are given of the milder forms of poisoning and also of the most serious form, which the British call toxic jaundice and which they have added to their list of industrial diseases the occurrence of which must be notified to the authorities.

Of the other poisons in Dr. Hamilton's list, benzol and toluol seem to be the most important, not because of the number of cases, which is small, but because of the high mortality, for 7 of the 14 died. Apparently the repairing and cleaning of stills and tanks is the work that results in this severe poisoning. This is one of the instances given:

Two steam-fitters were employed to repair the pipes inside a benzol still. The manhole through which they had entered was just large enough to allow them to crawl through. As usual in such work, the still had been not only emptied but washed out and was supposed to be free from appreciable quantities of benzol. One of the men suddenly became excited and irrational, singing and shouting. It was realized that he must be removed from the still as quickly as possible, but this was a difficult thing to do through the narrow opening, since he was not rational enough to help. It took about 10 minutes to get him out, and during much of that time the manhole was completely closed by his body. The second workman who had been helping lift him out was then found to be lying unconscious on the floor of the still. Even more difficulty was encountered in taking him out, for he was quite helpless, and it was about 20 minutes before he was brought into the open air dead.

Nitroglycerine, formerly our most important explosive, is not responsible for a single case of poisoning. How much of the sickness and death caused by these poisons could have been prevented, Dr. Hamilton does not say, but it may be inferred that during the early days of the war at least, if not recently, there was a good deal of reckless manufacturing and that safeguards for the workers were often lacking. She says:

Haste has been the chief evil in this industry since the outbreak of the war. Contracts were accepted that had to be filled within a certain time; construction was started, but lagged because of shortage of labor and delay in the delivery of machinery, and naturally everything that was needed for the protection of the workmen was postponed in favor of what was essential for production. Men were found working in buildings half finished. Fumes were heavy, because exhausts had not yet been installed. One factory, which is said to represent an investment of several million dollars, operated for 17 months with practically no exhausts to carry off very dangerous fumes, with no medical care for the men, and without any provision for personal cleanliness. In the heat of last July and August the workmen would leave the plant covered with the poisonous dust in which they had been working, and, with unwashed hands, would collect in the shade of a railway bridge to eat their lunch. . . .

There is no way of knowing how much illness and death resulted from the mad rush during the first months of the war, before the factories were in a position to carry on the work properly, to get out the product.

Another thing that led to sickness among the workers was the unfamiliarity of chemists and engineers with the new problems and with the poisonous nature of the substances they were handling. Accidents to machinery, leaks, violent decomposition with evolution of poisonous fumes, were fairly common occurrences. However, says Dr. Hamilton:

All these features of the industry are improving, but unevenly and incompletely. There are fewer accidents to machinery, fewer unexpected reactions; the services of physicians are usually provided, and these physicians are far better fitted to cope with the problems than they were at first; there are more experienced workmen, which means less blundering. On the other hand, labor is still hard to get, and foremen are therefore often unwilling to shift or discharge a workman who shows suspicious signs and who should be relieved of work exposing him to poisons. . . .

Hours of work are usually not excessive. Three shifts of eight hours each are the rule in this industry, two shifts the exception. Four plants work the men in two shifts and one of these has even urged them to work overtime for 14 or 16 hours when labor was scarce. It is sometimes hard to prevent men who are on eight-hour shifts from working two shifts and making double pay, and, of course, if the foreman is short of help he will wink at this; but it means that the man is incurring a grave risk of poisoning.

As to labor turnover, the great majority of those employed in these processes in American factories are men. Very few women or girls are found employed in work exposing them to poisonous gases or dusts. One plant which fills high-explosive shells employs women in work necessitating the handling of trinitrotoluol, tetranitranilin and tetryl. Here there have been serious cases of occupational disease among the women, but in none of the other places where similar work is done are women employed. The absence of boys also is very noteworthy. . . .

It is probably fair to say that, on the whole, wages are high

and living conditions poor in many of these places. Necessarily the new plants have had to be built at a distance from centers of population—even from villages—because of the dread of explosions. Consequently the force has had to be housed in whatever quarters could be hastily secured; in old farmhouses transformed into barracks; in shacks built to last only a few months; even in tents. These provisions have never been adequate, and men have traveled miles every day to reach the plant from their lodgings in the nearest town. Even there accommodations were insufficient and rooms have been rented to more than one shift of men. In one charming old town, with every appearance of comfort and prosperity, three shifts of men were found sleeping in the lodging houses, the men renting beds for eight hours and then giving them up to the next shift.

In contrast to such a condition are the model villages erected near some of the big powder plants, especially those owned by the

old-established companies. Here the housing may be excellent, the sanitation beyond reproach, the sanitary control adequate. Yet even in these places, the provision for the foreign workman who has no family with him, or for Negroes, may be quite different. Overcrowded barracks with three-decked cots, with far too little air space, and with no water supply except from hydrants out of doors, are put up for these men by the very companies that furnish such healthful accommodations for their white American employes.

The report concludes with a section on methods of prevention of industrial poisoning based largely on British experience. In view of the entrance of this country into the war and the consequent enormous expansion of the manufacture of explosives, the publication of this bulletin is very timely.

The Task of Civilian War Relief'

X

A CERTAIN woman was deserted by her husband just before the birth of her fifth child. She applied to a bureau, saying that this was not the first time he had left her, but that both she and her daughter were working and that all she desired of the bureau was that it find her husband and make him contribute to her support. The agency did precisely what the woman asked. It found the man and induced him to pay seven dollars a week to his family.

The record of what the deserted wife had asked and what the bureau had done was shown to the secretary of a committee on the prevention of blindness. He was surprised that the agency, knowing that the woman was being attended by an unlicensed midwife, had done nothing to prevent the midwife from practice. The secretary of a child labor committee who learned about the story criticized the organization for having allowed the girl to continue working at the wrong kind of trade. A truant officer was indignant because the bureau had been content to accept the statement of the woman that the children were going to school and had not seen to it that they were regular in their attendance during their mother's confinement. The superintendent of an agency engaged in family work felt that a man who had deserted his family several times ought to have been brought to a more definite realization of his responsibilities than the payment of seven dollars a week involved.

Neither the bureau nor any of the other agencies concerned comprehended the whole of the problem. The scope of what the situation demanded was confined by each to its own specialized form of work. Society and the family would have been best served if all the organizations had been thinking and acting together.

No one agency, indeed, is likely to be many-sided enough to help the families under its care solely through reliance upon its own knowledge and judgment and without the assistance of other agencies. The success of the Red Cross Civilian Relief Committee will depend largely upon its ability to work with other organizations and with individuals—with dispensaries, with day nurseries, with infant welfare stations, with nurses, with clergymen, with doctors, with social workers.

The key to cooperation is an understanding of the point of

view and the aims of the organization with which one is dealing. Thus a social worker who has noticed the odor of liquor about a mother, who has heard rumors that she has no control over the children, who has seen that the rooms are dirty, who has perhaps even witnessed roughness, though never actual brutality, may become morally certain that the parents are not fit to be guardians of their own children. She may report the family to the Society for the Prevention of Cruelty to Children. But when the S. P. C. C. agent calls neither mother nor father is intoxicated and both parents express the greatest affection for their children. The agent, therefore, decides either that the social worker is mistaken or that the family ought to have another chance. And the social worker comes to the conclusion that the S. P. C. C. is not cooperative.

But what the social worker has seen is not evidence enough to warrant a judge in ordering the separation of the children from their parents, and certainly what the agent of the S. P. C. C. witnessed would not convince the court of the importance of such a decision. In calling upon the S. P. C. C. the social worker must remember that the scope of the S. P. C. C. is limited to legal action and to persuasion with the threat of legal action. As persuasion has probably already been tried, legal action is usually all that is left, but a moral certainty is not evidence.

While frequently the social worker will on suspicion be justified in asking the S. P. C. C. to intervene, she should not expect that organization to remove the children from a family even though she may believe that this is necessary, unless she is sure that the agent of the S. P. C. C. is likely to witness actual conditions that would be accepted in court as testimony. Not beliefs but evidence is what the judge demands, and rightly so, for it is a serious thing to separate a child from its parents, a step which should be taken only when the testimony is clear and beyond any reasonable doubt.

The scope and point of view of the various agencies with which the social worker has to deal can be ascertained from annual reports and from executives. Acquaintance is one of the best aids to cooperation. It is a good plan not to confine one's relations with an organization solely to mail and telephone. Much more satisfactory is it to have seen and spoken with the person with whom one has to work. Make a concrete instance the basis for beginning such an acquaintance. To call upon a man and in general terms to ask his cooperation gets one nowhere. On the other hand, to go to an organization with a predetermined and settled plan and then expect

'The tenth and final article of a series based on the lectures delivered in New York city with the sanction of the American Red Cross by Porter R. Lee, of the New York School of Philanthropy. The articles were written by Karl de Schweinitz, of the New York Charity Organization Society. Any who would be interested in reprints of the series for class or other use are invited to correspond with the SURVEY.

that organization to agree to work along the lines suggested is an equally unsatisfactory way of obtaining cooperation. In the first place few people enjoy carrying out decisions which they have not helped to form. In the second place two points of view are always better than one in the formulating of plans.

The best way to obtain cooperation is to make being cooperative part of one's working creed and then to forget about it. The most satisfactory cooperation after all is that which is automatic and unconscious, an expression of personality.

A subject of a different sort which concerns the civilian relief worker is the standard of living. Indeed, the whole purpose of social work might be said to be the enabling of families and individuals to achieve a satisfactory standard of living. Nine or ten years ago the tendency was to interpret the standard of living, particularly the minimum standard of living, in terms of a definite budget. People were fascinated with the quest of a specific figure below which it would not be possible for a family to maintain a decent life in, for example, New York city. Recently, however, this search for a minimum standard in dollars and cents has become less popular. It is not that the conception of a minimum standard has been abandoned; it is rather that it is expressed in a different way or, to state it more accurately, in different ways.

Thus we insist that every child has a minimum of education, and we enforce this minimum by a compulsory school attendance law. We insist that the child has a certain minimum of health, and this we do through school medical inspection. The tenement-house law prescribes a minimum of sanitary conditions under which people are not permitted to live. Food below a certain quality may not be sold, though the pushcarts might be willing to offer it at a reduced price. In industry, the eight-hour day is one way of saying that there is a minimum amount of leisure on which work must not encroach. In industry, moreover, there is discussion about a minimum wage and about minimum standards of safety. In most phases of life minimum standards not only are in force but are constantly being raised.

There have been established in every city various means which people can use in maintaining the minimum standards that society has set. There are schools, public employment exchanges, hospitals, social centers, parks, libraries and the like.

It is when a family or an individual has not been able to keep above one or more of the minimum standards of living that the help of the social worker is required. If a husband deserts his wife, the domestic relations court sees that he returns and contributes to his family's support. If the baby is not being properly fed, the milk station is asked to give advice. If the children are not going to school, the truant officer makes sure that they do.

Hospitals, courts, truant officers cannot of themselves keep a family above the minimum standard of living. Unless the family itself continually makes conscious effort to maintain as high a standard of living as possible, it is sure to fall back to its former condition as soon as the help of the social worker is withdrawn.

The family, in other words, must develop resourcefulness, self-reliance, responsibility. These things are essentially psychological. They are developed largely through the exercise of moral power just as physical strength is developed by exercise. The kind of exercise that develops character and strength of will is the making of decisions, the choosing between alternatives.

Family responsibility may be divided into two parts, responsibility for obtaining an income and responsibility for spend-

ing it. Each phase involves a great variety of decisions. Shall the family be satisfied with less income because the man will be able to work under better conditions or shall it choose the larger income with the poorer working conditions? Shall the man choose a job in the country or one in the city? Shall it be a job which involves a summer vacation or one which, while not permitting a summer vacation, has other advantages?

Shall the family spend less money for food in order to have more for amusements? Shall it go without desserts for a year in order that the fifteen-year-old daughter may take music lessons? Shall the week-ends be spent at Coney Island or shall Coney Island be abandoned and the equivalent in money be invested in a phonograph?

Every family has a multitude of just such problems waiting for decision. It is through the making of these choices that a sense of responsibility and initiative is developed. No one can decide things for a family without weakening it. If it is a social worker or a nurse who is making these decisions the family may enjoy for the time being a more wholesome routine of life, but ultimately its ability to continue that routine of its own accord will be destroyed.

The efficient nurse will test her work not merely by the number of babies she has restored to health but also by the number of mothers who have become more intelligent and more capable about the care of their children. The truant officer's success depends not merely upon the number of pupils whom he has returned to school but in the number of parents who, through his efforts, have been made to realize the importance of education for their sons and daughters.

At best, however, there are sure to be many families and individuals whose opportunities for making decisions are reduced in number during the time that they are under the care of the social worker. The family which is placed upon an allowance has not the same amount of responsibility as is carried by the family which is earning its income. All the varieties of decisions involved in the winning of a livelihood are lost to such a household. Therefore, the social worker should be particularly careful to see that such families have every possible chance to develop their sense of responsibility and to make their own choices in the problems of every-day life.

In helping them as, indeed, in helping all families, ultimate success or failure depends upon the application of a practical psychology. This is not easy. It implies a thorough understanding of the family, its strengths, its weaknesses and its situation. It means that the social worker must do more for the mother, for example, than merely helping her to care for a sick baby; but it also means that the social worker cannot go into the home implying that she has come to raise its ideals and develop its sense of responsibility. It means that she must not preach or moralize and yet that she must often accomplish what preaching and moralizing are designed to achieve. It demands finally tact, insight and, above all else, personality.

The art of having to do with people is the finest of all arts. Like other arts it is to be attained not by the mere absorption of theory but by practice. No one can hope to become a social worker solely by attending a succession of lectures or by reading a series of articles. Only by experience under guidance in helping perplexed human beings out of difficulties to which they have been unequal can the prospective civilian relief worker hope to equip herself for rendering effective service to families unable to cope with problems that have arisen during the absence of their men at the front or on the high seas.

CONGRESS ASKED *to* SAVE *the* DUNES



ON decoration day and the Sunday following, a pageant entitled *The Dunes Under Four Flags*, written by Thomas Wood Stevens and produced by Donald Robertson, was enacted on Sabinsky Dune, a vast natural amphitheatre near Portchester on Lake Michigan, forty-four miles from Chicago.

The production of this pageant culminated six months' work, originally by members of the Prairie Club of Chicago and the Chicago Historical Society, then taken up by over forty women's clubs, the Municipal Art League and numerous lovers of nature.

The movement for the establishment of a national park on the shores of Lake Michigan (see the *SURVEY* for December 9, 1916) has borne fruit in a report by Secretary Lane to Congress, urging the acquisition of these dunes. The project is endorsed by Stephen Mather, superintendent of national parks, Vice-President Marshall, Governor Lowden of Illinois, Governor Goodrich of Indiana, and all the scientific bodies which have inquired into it. It will preserve for the nation a geographical and botanical treasure-house as well as a playground.

"Upwards of 600 persons participated in the pageant," writes Thomas W. Allinson. "In addition to seven historical episodes starting with the mission of Marquette in 1675, there were dances interpretive of the spirit of the dunes, of the winds and waves, of the shore birds, of the wood nymphs, of the sorrowing tree hearts, of Indians—Sioux and Ojibways who have trodden these pathless wastes. The production was an artistic triumph, reflecting credit on a remarkable group of persons from many walks of life drawn together by the love of nature. They felt that here beauty was imperiled by the invasion of ugly, crass commercialism which blasts all its approaches.

"For the dunes themselves were the grand spectacle. The marvelous masses of sand, some shifting, others stationary, the myriads of wild flowers, the mysterious trees of many varieties growing unaccountably in seemingly impossible places, the birds and insects, the restless, gleaming lake, frothing upon an unmatched beach, soft, white and wonderful—all confirmed the resolution of the 20,000 spectators that these things should not pass away and become a mere memory."



Photographs by James Pandelvik, Chicago

Book Reviews

ESSAYS IN WAR TIME

By Havelock Ellis. Houghton-Mifflin Company. 247 pp. Price \$1.50; by mail of the SURVEY \$1.60.

War and Progress



Starting from the vantage point of an unusual breadth of concrete knowledge, Havelock Ellis has been able to draw significant facts from the events of the European war which to most newspaper readers either have not become apparent at all or have been obscured by comparatively trifling happenings. Thus he establishes beyond a doubt that we owe an apology to the memory of the Goths and of other "barbarians" for having rated their vandalism as at all comparable with that which the world has witnessed within the last three years. Even in the thirty years' war nothing is recorded of a military atrocity which was as unscrupulous, as rigidly "efficient," as that which mars the annals of our own time. Nor can we flatter ourselves that war has become a rare occurrence in the relationship of nations, or that there is more international fellowship in the world than there was in ancient times, during the middle ages, or even at the beginning of the modern epoch.

"Internationalism of feeling is much less marked now than it was four centuries ago. Nationalities have developed a new self-consciousness, a new impulse to regain their old territories or to acquire new territories." Even though the people as a whole are pacific, the danger of war is more permanently present now than most people were aware of prior to August, 1914. But it is only one group of causes of war which has increased, that of political necessity; every other cause, racial, economic, religious, and personal, has diminished.

Havelock Ellis, as a eugenicist, does not believe much of the talk about the advantageous effect of war upon racial health and vigor, except perhaps in so far as it kills off so large a part of the population as to make a more drastic eugenic and sanitary state policy a matter of national necessity. Nor does he see any pronounced moral advantages to any nation in the pursuit of war. He maintains, as an Englishman would be likely to, that Germany has, in the present war, taken the initiative in abolishing the old incongruity between destructiveness and moral sentiment, and that the war is now being fought out deliberately upon the basis of scientific barbarism.

This collection of essays also contains discussions on matters of vital importance to humanity which are only incidentally connected with war. For instance, the author points out that the only possible danger to the world of a falling birth-rate in the civilized countries would be the appearance of this tendency exclusively in the classes of the population which contain the best stock.

If, on the other hand, the decline is general, a tremendous gain to civilization must occur. Many of the present causes of international rivalry will disappear; possibilities for a careful and scientific bringing up of the human race will be created which are now non-existent owing to numbers and the persistent poverty of resources. And, con-

trary to the belief generally held, he sees such a decline in the birth-rate actually coming. "All social movements tend to begin at the top and to permeate downwards. This has been the case with the decline in the birth-rate, but it is already well marked among the working classes, and has only failed to touch the lowest social stratum of all, too weak-minded and too reckless to be amenable to ordinary social motives."

In view of recent discussions in the SURVEY, the reader's attention may be directed more especially to some very sane things which this English biologist has to say on the mental and physical differences of the sexes and the prospect for the industrial emancipation of women. In the first place, Ellis establishes the fact that "when today we see women entering the most various avocations, that is not a dangerous innovation, but perhaps merely a return to ancient and natural conditions." "The modern industrial activities are dangerous, when they are dangerous, not because the work is too hard—for the work of primitive women is harder—but because it is an unnaturally and artificially dreary and monotonous work which stifles the mind, depresses the spirits, and injures the body, so that, it is said, 40 per cent of married women who have been factory girls are treated for pelvic disorders before they are thirty."

In this matter, which has assumed a new importance for the future through the changes brought about by the war, the author believes that the best approach is that of intelligent experimentation which, though it may entail suffering to individuals here and there, will swiftly and automatically bring about the desired social equilibrium. It is only through freedom in the choice of profession that the sexes can find their natural levels.

There are many other fine observations in this volume, on the absurdity of the argument against eugenics that it would stamp out genius, on marriage and divorce, birth control, the conquest of venereal disease, and related topics.

BRUNO LASKER.

THE CHARTIST MOVEMENT

By Frank F. Rosenblatt. Longmans, Green & Co. 248 pp. Price \$2; by mail of the SURVEY, \$2.09.

THE DECLINE OF THE CHARTIST MOVEMENT

By Preston William Slosson. Longmans, Green & Company. 216 pp. Price \$2; by mail of the SURVEY, \$2.08.

CHARTISM AND THE CHURCHES

By Harold Underwood Faulkner. Longmans, Green & Company. 153 pp. Price \$1.25; by mail of the SURVEY, \$1.32.

History in Circles



The incurable folly of the human race is a striking phenomenon of history. Last century was inaugurated in Europe by great and devastating wars; there followed ghastly industrial depression and extensive revolutionary agitation. We have begun the twentieth century with yet greater and more devastating wars; that in due course we shall have the depression and the labor troubles is not a very hazardous prophecy.

And so these three careful and detailed works on the Chartist movement in England are peculiarly timely and interesting. Though there is little attempt at coordination they form together by far the best account of the agitation that we possess, and they bring out the very suggestive fact that much of what has been previously written on the subject is in German and French. English students seem certainly to have paid to the movement less attention than it deserves.

Dr. Rosenblatt's work is of particular value as giving a very full account of the rise of the movement, devoting special attention to those phases that have before received but little attention, and not repeating once more in any detail those parts of the story that have so fully and so often been set forth in the ordinary history books. He gives an interesting account of many of the leaders. From his pages and those of Dr. Slosson we get a fairly full account of that brilliant and yet most erratic Irishman whose statue is so conspicuous in the upper part of the Arboretum at Nottingham, Feargus O'Connor himself. An immense amount of information in a very readable form is packed into 244 pages.

There is perhaps rather more of the philosophy of history in the work of Dr. Slosson, which (despite its title) covers practically the whole story of the movement. Very suggestively he discusses the reasons for the collapse not only of Chartism, but of virtually all democratic agitation soon after the great year of revolution, 1848. The gradual return of prosperity doubtless accounted for much.

But probably the most important reasons were, first, that no inconsiderable amount of social reform was accomplished by the two historic parties in the state; second, that unhappy tendency to squabble among themselves which has dogged the path of British social reformers since the movements of the fourteenth century; and lastly, the fact that none better than third-rate leaders were forthcoming.

A closer knowledge of history might have convinced the Chartists that the whole of the famous "six points" could quite easily have been put into the law of the land and the worst abuses be left much as before. This indeed was emphatically pointed out by Charles Kingsley, one of the greatest men of those times. Chartism failed, but, as Carlyle said, it was but "a new name for a thing which has had many names, which will yet have many."

On the whole, great accuracy and most scrupulous references to the sources mark all three volumes, but it is a pity to find a person so well versed in English affairs as Dr. Slosson repeating an old error (on page 173) to the effect that the Church of England is subsidized from the public revenue.

The utterly deplorable attitude of that and all other British churches (with the possible exceptions of the Unitarians and Baptists) to Chartism is well brought out with full detail by Dr. Faulkner. The Oxford movement was frankly reactionary. The non-conforming bodies were overwhelmingly of the opinion that interest in social reform might divert the mind from higher things. Of course, there were many individual exceptions; Joseph Stephens was a Wesleyan preacher who had been unfrocked by his sympathy with Oastler.

The Chartists knew how to hit back; it is strange to read how they anticipated, but with comparative restraint, methods of political persuasion only too sickeningly familiar in British politics for several years before the outbreak of war. They showed a better spirit by founding Christian churches of their own, one of which, at Birmingham, actually so gained the confidence of the community as to get support from the well-to-do.

For purposes of references these volumes

would be vastly improved by the provision of more copious indexes. This, however, is a very common omission. It may confidently be asserted that no serious student of the social and economic history of Great Britain during the nineteenth century can afford to miss any one of these three books.

IAN C. HANNAH.

THE STORY OF MY LIFE

By Helen Keller. Houghton, Mifflin Company. 140 pp. Price \$.44; by mail of the SURVEY, \$.49.

Possibly an unusual use can be made just now of this school edition of Helen Keller's autobiography. Perhaps never in the history of the world has there been a time when so many men were being made blind as now. There is, of course, no real comparison between what can be done for them and what has been done for Helen Keller, or what she has done for herself. But if children are to read this book it might serve as a sort of ideal or beacon, illuminating what is being attempted in Europe for blind soldiers and giving an intimate picture of the life of one who cannot see, of whom just now there are so many.

W. D. L.

GIRLHOOD AND CHARACTER

By Mary E. Moxcey. The Abingdon Press. 400 pp. Price \$1.50; by mail of the SURVEY, \$1.62.

The plan of Miss Moxcey's book, while it is clear, makes some repetition inevitable. It may be due to this that certain features of the girl's life seem exaggerated, while others seem slighted. The emphasis upon utilizing for character building, the girl's sensitivity to personal criticism and the influence of public or private opinion upon her life, seems to take precedence over the creative social motives that group life affords; personal service rather than hearty cooperative endeavor becomes the character factor. This lack in the book is counterbalanced by the suggestive treatment of certain other points: the educational use of everyday situations in the girl's life; provision of the best objective interests so that "motion" will keep "emotion" from running away with her; building up in her a standard of criticism that will give her intelligent independence of action.

From reading the book one cannot fail to get a sense of the dignity and struggle of individual life in the adolescent period, of its crowded imagery and impulses, which can be made strong and beautiful by the intelligent cooperation of older persons. To those who are interested in exploring the subject, Miss Moxcey offers a carefully chosen and classified bibliography.

K. T.

PROFIT AND WAGES

By G. A. Kleene. Macmillan Company. 171 pp. Price \$1.25; by mail of the SURVEY \$1.33.

This book is a study of the distribution of income, an analysis of how the flow of goods from mine and farm and factory spreads and divides into streams of private income: into the rent, profit and interest of the well-to-do on the one hand, and into wages on the other. To understand the basis of the division it is necessary either to find an independent explanation for one factor with the other share as the residual; or if that cannot be done, an independent explanation for wages and also such an explanation for interest; or finally we may regard the division of product between capital and labor as the outcome of a tug of war.

An examination of the principle interest theories follows; Böhm-Bawerk's theory, the time-preference theory, the abstinence theory, and the productivity theory. None of these is a complete explanation of profit. The

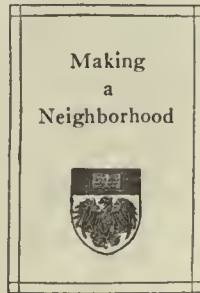
conditions governing the supply of labor and the demand for labor are next discussed. The productivity theory of wages is rejected and the conclusion reached that the general level of wages is determined by the size of the wages fund and the supply price of different quantities of labor. Distribution is based therefore on a theory of wages with profit as the residual claimant.

The whole analysis is careful and well reasoned. It will interest everyone who is thinking in the field of economics.

H. F. G.

CITY RESIDENTIAL LAND DEVELOPMENT.

Studies in Planning. Edited by A. B. Yeomans. University of Chicago Press. 138 pp. \$3 net; by mail of the SURVEY \$3.20.



The City Club of Chicago adds an original and uniquely valuable contribution to the literature of city planning in producing this scientifically executed and beautifully printed and illustrated volume. It is the first of two studies to be published which should and perhaps may be

followed by at least two others. Starting with the development of a quarter section of land supposedly devoted to residential purposes, this initial volume logically led to the same elaborate preparation for the forthcoming Studies for Neighborhood Centers. This in turn should be followed by similarly thorough dealing both with the city "block" and the individual family home, in order to carry the series down to its logical conclusion. Since this present volume is as valuable in its suggestion of the procedure which attained its results as it is in the presentation of the plans and specifications for residential land development, the space we have at command may well be shared by both of these interests.

In entering upon its prolonged undertaking the City Club announced its purpose to be to contribute initiative, suggestion, designs and publicity toward improving the development of residential districts outlying the centers of large cities. To that end it bid for competitive plans to be publicly exhibited, awarded prizes and published, hoping that this would be the best way to stimulate interest and constructive effort for better housing. The program for the competition was carefully drawn by a joint committee of the club, and the Illinois Chapter of the American Institute of Architects.

The quarter section of land to be developed was hypothetically described as eight miles to the west of the city center, having no building, trees or subdivisions, surrounded by sections laid out on the usual "gridiron" plotting of streets and blocks. It was specified that the plans should provide for the plotting of streets, lots, gardens and parks, and for the location of buildings for business, recreational, educational, religious and administrative purposes to serve not more than 1,280 families. A birdseye perspective was to be a feature of each plan. A list of helpful literature to be procured through the club was given to each designer.

Thirty-nine plans were submitted, grouped, eliminated or awarded either prizes or places in the publication by a jury of five experts in housing, engineering, landscape and building architecture, with a consultant who applied economic tests to the plans. Many of the designs are accompanied by photographs and birdseye views of developments which have been or are being carried out elsewhere. The tests for acceptance and award applied by the jury were: Economy

and practicability of the plan for such a site as was specified; health and sanitation; beauty and originality; comfort and convenience, and the provision for community activities.

For meeting most of these tests the plan presented by Wilhelm Bernhard was awarded the first prize. It provided 1,128 families with single dwellings and 152 with flats. Although 434 of these single dwellings are restricted to building lots only twenty feet wide, yet each single family is thus provided with more space than each of two families usually possesses when housed on lots from twenty-five to thirty-three feet wide. The combination of originality, unity, beauty and utility gave this plan the precedence.

The reservation of space for a private playground, restricted to the use of the occupants of the buildings surrounding it, is a feature of this and several other plans. While this provision assures the maximum space for gardens and playgrounds at minimum expense, yet it ignores the necessity for definitely locating public control where public responsibility is more or less assumed. Moreover, the direction of play in so many small scattered playgrounds would be impracticable. But the emphasis laid upon the good policy of publicly providing for play and recreation is very marked in the space allotted, and in the attractiveness assured to the parks and playgrounds, gardens and cultivated street spaces which are noteworthy features of all the plans.

Much skill, architectural taste and social vision are manifest in designing and locating the buildings at the approach or at the community center of the quarter section. They betoken both hospitality and civic pride, a community consciousness at the center which screens the home privacy of the residential streets. Railway lines and stations, elevated structures and terminals, are made ornamental and befitting their surroundings, as is the equipment for water, light and wires. The houses seem designed to be more within the financial resources of an average community than the public buildings for administrative and utility purposes, which appear to be far more expensive in some instances than could be built and maintained by 1,200 families.

To all these items of expense, however, Robert Anderson Pope, of New York City, applied his "economic yard stick" in his rigid economic review of the use of the land, the system of streets and the provisions of community facilities. His elaborate tables of areas and costs, rentals and charges are based upon tests devised to measure the relative economic merits of the plans. He thus worked out a comprehensive comparative analysis of actual economic values for residential town planning, more complete than has been attained hitherto.

Other constructively critical and appreciative reviews of the plans by landscape and other architects from their aesthetic points of view, and by Carol Aronovici from his sociological point of view conclude the volume most interestingly. The spirit of the competitors, jurors and reviewers finds fine expression in the texts furnished by all of them. The designers' texts accompanying their plans are very human documents, while not failing to be technically professional. One of them perhaps best illustrates the social spirit and vision shared more or less by all of them, in pleading the need for some such "neighborhood unit" plan as he presents. Anticipating the neighborhood center competition, and possibly thereby forfeiting some chance of preference in planning for residential land development, William Drummond writes and sketches away from bad present conditions toward the better day dawning.

GRAHAM TAYLOR.

NATIONAL INTEGRATION

UNITY in sentiment, harmony in planning, co-ordination in action, are recognized to be the essential conditions of effective warfare. With the application of these ideals to military and political spheres we are not here and now concerned. With their application to social welfare we are deeply concerned. Religion, philanthropy, education and health, each after their kind, considered as ends demand social integration and considered as means contribute to it.

Unity, harmony and coordination clearly do not for us imply autocracy. Against that principle we are fighting in the war. The autocracy of a set of elected officials might obviously be no better than that of a hereditary or a military caste. When autocracy comes it will not be so labelled. The Czar originally styled himself autocrat of all Russia, not as we popularly think to emphasize his arbitrary rule, but as a proud and legitimate boast that no foreign ruler could any longer successfully dispute his sovereignty within the country. Autocracy is not a necessary adjunct of the monarchical principle. Mr. Taft told the National Conference of Social Work that kings in England and in Italy rank with ex-presidents in the actual power they exercise. Our presidents have a better chance to become dictators than any king or kaiser if they and we have it in the blood. Our defense is not in our form of government, good as that is by comparison, but in our social ideals and in the unseen forces which they inspire.

Unity, harmony and coordination do not imply reactionary politics. It is a common fallacy that the only way to get together is on a platform of unrestrained license for strong people to exploit the weak, on a platform of non-interference with privilege, on a platform of "ancient good" which time has made obsolete and uncouth.

Unity of sentiment is not to be sought in the death of sentiment. On the contrary, our emotions are kindled as with a spark from on high. As we become more alert we become also more sensitive.

Harmony of plans is not to be that of deaf ears or of a magician's wand, hypnotizing the nation with the magical charm of a fatuous delusion.

Coordination in action is not to be that of a mechanical toy, jerked by a fakir's string, wriggled by punch-and-judy fingers, manipulated in a marionette performance. Our American coordination of action, harmony of policy and unity of purpose must be something more organic, more spiritual, more vital than that of the most ingenious machinery. The army, a very necessary instrument of national life, is not its prototype. Even if the enemy were at our gates, the nation would be something more than an armed camp. We shall feel alike, not because some one group of self-styled ardent patriots has imposed its psychology on all the rest of us, but because the national cause has made us, each after his own psychology, one with the nation; patriotic not by imitation but from intelligent choice; supporters of the government by an inner compulsion of conscience and conviction.

We plan our course not sullenly or grudgingly or with suspicion of one another but in mutual good will, in generous faith that the justice of our cause and the righteousness of our acts strike responsive chords in every American heart. There doubtless will be traitors and slackers who will have to be dealt with drastically. There will also be false charges and groundless suspicions, and these may be as harmful as treason itself. Among other tasks in this crisis we have had the problem to solve for many loyal Americans of reconciling

SOCIAL FORC

their loyalty with natural bonds of affection and loyalty to those who are now our enemies, and to institutions and ideas which are now anathema. This cannot be done in every instance over night. Definite acts can be proscribed and such regulations obeyed; but the reconciliation is a gradual process. So far it has gone amazingly well. With patience and discretion and persistence it will be accomplished for all except the deliberately disloyal. Social settlements, trade unions in which foreign-born are members and churches whose services are conducted in other than the English language have an extraordinary opportunity to perform here a necessary patriotic service of mediation.

Unity of sentiment is the goal, not the starting point. The conditions under which Americans entered the war were not such as to call forth any extraordinary fury of patriotic response. Our sober and informed public opinion relies on no mystical appeal, no obscure oracle. It is not a phenomenon of neuropathology. No press nor pulpit nor university nor war council controls it. When it seems most assured it may be already undermined, for it is as delicate as it is all-powerful. In time of national danger or of great national enterprise this substantial unity of sentiment is a precious asset, to be maintained at any reasonable cost, to be maintained as it was secured, by holding fast to the purposes which reunite the nation.

How then are we to secure the rational and harmonious cooperation of all citizens in time of war? Partly, no doubt, by what seems like compulsion, as in taxes and the selective draft. Partly by such exhortation as has been happily exemplified in some of the President's addresses. Partly by quasi-official organization, as in the American Red Cross and in the Council of National Defense and its network of subordinate committees. Partly by conscious public education, as in the food campaign which Secretary Houston and Mr. Hoover are to conduct.

All these means, however, are subsidiary. Mainly we shall achieve social integration in the war, if at all, by far more subtle and complex means. It will come in response to half-conscious, deeply-rooted social impulses. It will come partly because of things done long ago at Appomattox and Yorktown; because of words spoken in the burial ground at Gettysburg and in Independence Hall and Faneuil Hall. It will come because of Pacific railways and the Panama canal and the Monroe Doctrine. Our history and our traditions have made us the nation that we are. Every strain of our immigration from the Mayflower to the slave ship, from Alexander Hamilton to Alexander Berkman, every institution we have inherited, every problem we have faced, whether in triumph or in humiliation, enters into the momentous decisions we are now making.

No traffic policeman will turn the semaphore to speed or check the car of our national destiny. No censor will tell us what fateful word to say or leave unsaid. We move majestically by the forces of our being to strike where we must, to stay our hand when it is time, to suffer as others of our generation have suffered, to drink

THE editor questions to topics which in these pages the country at consequent d be appreciated

in WAR TIME

By Edward T. Devine

the cup as it is appointed. This is not to say that we are helpless or feeble. Through it all we may hold the faith that right makes might, that love is mightier than hate, that the brotherhood of man is surely coming, is indeed a present fact, tragic and contradictory though these present steps of the demonstration may be.

ALLOWANCES TO SOLDIERS' FAMILIES

ALLOWANCES to the families of soldiers and sailors are a necessary part of any rational war policy. They should be adequate in amount; flexible, within reasonable limits, according to the number of children; and conditional, as in Canada, on the assignment by the head of the family concerned of a substantial portion of his regular pay. The increase to \$30 a month and subsistence puts the compensation of soldiers on the basis of a modest family budget and contrasts strikingly with the mere token paid to the French soldier. From one-third to two-thirds of the pay, sent by the soldier's order direct to his family, supplemented by a direct grant by the government, is the logical method of meeting the financial problem caused by the absence of the natural breadwinner. The policy of calling only young men without dependents will not be carried out strictly, and if any large army is recruited it will doubtless be abandoned outright.

The Red Cross civilian committees are the appropriate channels through which the whole voluntary interest and sympathy of the nation may flow in rendering those multitudinous services in the families of soldiers and sailors for which the financial payments made by the government cannot in the nature of the case provide.

REGULATION OF FOOD

THE food administration bill is of extraordinary interest to social workers because of the bold policy of social control which it embodies. It will aim to prevent speculation, to control the distribution of exports, to encourage production, to educate consumers, and to prevent the waste of food in the form of drink. These aims are legitimate, and the nation will acquiesce in grants of sweeping powers to the President and his representatives to secure them. If, however, the nation expects that any grant of power will succeed in securing an ideally equitable distribution of sacrifices from the grain-producing countries and colonies, or of supplies to neutral and belligerent countries, the nation will be disappointed, for no conceivable standards exist by which finite wisdom could determine what an equitable distribution would be. The shortage of food and the abnormal buying through controlled international channels make some sort of national control necessary, but it would be well not to expect the administrator or the cabinet or the President to work miracles.

PREPARATION FOR WAR CRIPPLES

ON another page is printed the announcement of the American Red Cross of an Institute for Crippled Soldiers

and Sailors to be established in New York city by the gift of Jeremiah Milbank. It is astonishing how little serious attention the social and economic problems of crippled men have hitherto received. There has been considerable interest in cripples, to be sure, but it has been centered almost wholly on children. Crippled men have been forced upon our notice as a conspicuous part of the wreckage in almshouses and breadlines, among park loafers and street beggars, but little has been done for those who are in this situation, and they have served for the most part merely as explanations of pauperism and mendicancy and as texts pointing to the desirability of preventing accidents.

The efforts which have been made to reach the adult cripple before he becomes demoralized and help him keep his place as a productive member of society have been modest and few. Individual employers and friends have no doubt given thought to individual cases, and charitable societies have furnished artificial limbs and done what they could to find employment, but they have been hampered by the lack of facilities for training and for securing information about opportunities for work.

The war, however, has dragged this neglected problem from its obscurity into a prominent place among the questions of pressing concern. Much thought and effort have been devoted to it already, especially in France and in Germany, and many experiments are in progress. With the advantage of the European experience and the further advantage of several months in which to get ready for the reception of disabled soldiers and sailors, we should be able in the United States to make effective and suitable preparation.

From this European experience with war cripples and from the experience of individuals in America who have concerned themselves intelligently in the interest of civilian cripples two things are clear:

1. That a natural result of the loss of a leg or an arm in adult life—and therefore the usual result, since so little has been done to counteract this natural tendency—is discouragement, deterioration of ability, pauperization of spirit;
2. That, on the other hand, this natural and usual result is not the inevitable outcome, but rather the consequence of apathy and neglect, since there are hundreds of cripples who, by their own unaided energy and initiative and courage, have found a way to make and keep even an enviable place in the competitive industrial system.

So marvelous is the ability of the human body to provide compensation for the loss of a member, and so marvelous is the power of the human will to overcome physical obstacles if only sufficient stimulus be present, that the normal social prognosis for the man who loses an arm or a leg, in spite of so many instances to the contrary, is not dependence and demoralization but complete restoration to economic independence.

The broad outlines of what must be done in order to realize this normal result already emerge from the scattered experiments:

1. Sympathy must express itself in stimulation, prodding and unflinching discipline, not in coddling and indulgence;
2. Re-education for performing the routine of every-day life and for returning to work—whether the old occupation or a new one—must begin as soon as the surgeon pronounces the patient in condition for it, while psychological preparation for it should begin even before the physical training;
3. To ensure permanent success the cripple must take his place in economic life on a competitive basis, relying for employment on his own productivity, not on the pity of his employer and fellow-workmen; and to this end
4. Each cripple must be trained for an occupation in which his particular disability will not interfere with proficiency and his particular qualities will be assets, and for which there is an effective demand in the labor market; and

(Continued on page 297)

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COMMON WELFARE



LAST WEEK OF THE FIGHT AGAINST BEER

THE whole war prohibition program was swallowed at a gulp by the House on June 23 as incorporated in the food administration bill. No food or food materials may be used hereafter in the manufacture of alcoholic beverages and the President is authorized to seize all stocks of distilled liquor.

The measure now goes to the Senate, a much wetter body than the House. There, it is expected, a bitter fight will be made by the brewers to save beer and by the California and other wine and vineyard interests to save domestic wines, together with stiff opposition from others who are appalled at the thought of having to make up in some other way the prospective loss of some \$300,000,000 in excise taxes.

Elizabeth Tilton, of Massachusetts, one of the most determined of the prohibitionists, has issued a call to social workers to help in the fight before the Senate, which must settle the matter for this congress, probably in the next week. Her manifesto reads:

Social workers, at the Conference of Charities and Correction you broke through your custom of not going on record for causes and went unanimously on record for prohibition during the war. That ought to mean that you care to see this great man- and food-conservation measure pass. The moment has come. The House of Representatives passed the food bill on June 23, and as an amendment to this bill they passed a drastic prohibition law—they voted to stop the manufacture of beer, wines and distilled liquors. As for the vast quantity of distilled liquor now ripening in the warehouses, the President was given discretionary power to seize these and redistill them for war purposes, munition making, etc.

This latter measure follows the advice of Dr. Haven Emerson, of New York, who said at the meeting of the American Medical Association: "Let alcohol explode in the trenches of the Germans and not in the stomachs of the American people," and as a measure of food conservation I think we can count on the President to act. This bill passed by the House was practically the bill that the war prohibitionists wanted.

But please note that the victory was close—the whole amendment passed by vote of 132 to 114. And note, further, one amendment to allow beer and light wines was defeated by only 10 votes.

Now it has been understood for some time that the House would pass war prohibition, but the dangers ahead are the Senate—and that the amendment should be weakened to allow beer and wines. The brewers are powerful, and, being human and rich, they will fight a hard fight for beer. This will mean that the whole saloon system goes on—it will mean that 94 per cent of our consumption goes on; for beer and wine form 94 per cent of our consumption (1906-10). It will mean inefficient food conservation, for 63 per cent of the grain used in alcoholic beverages goes into beer. It will mean that the labor needed for necessities, now that labor is so scarce, goes for non-essentials—for beer.

Note this fact, that whereas only about 6,000 men are employed in making distilled liquor, about 54,000 are employed in making malt liquors. And please note that of this aggregate only 15,000 are engaged in occupations peculiar to the industry, such as brewers, malsters, distillers and rectifiers. The remaining three-quarters are employed as carpenters, electricians, machinists, teamsters (Charles Stelzle), and would be quickly absorbed in industry.

There is no efficiency in keeping beer and wines. But there is danger that your senator does not know it or does not know that you know it. You cannot expect dry votes from men who believe the commanding voters of their community are wets.

Governor Capper and Kansas have waged a superb fight out West that has left few weak spots in the senators from their section. But the South has weak spots. Alabama, Georgia, South Carolina need to rise up and work, and the northeastern states have only dry spots here and there. These are the states where the social worker abounds. Let these workers see to it that their states at least give one dry senator each to the cause. Get every prominent man to write at once and do not be put aside by statements sent out by the wets.

SUPERVISION OF WOMEN'S WAR WORK

A STUDY of the industrial conditions in the munition plants, supply factories and other industrial establishments engaged in war work with a view to determining the fitness of various classes of this work for performance by women, and with a view to suggesting changes in conditions which would make the employment of women possible where that is not now the case, is among the activities begun by the Bureau of Registration and Information of the National League for Women's Service. Mrs. J. Willis Martin, of Philadelphia, is president of the bureau and Marie L. Obenauer, former chief of the Women's Division in the Department of Labor, is executive secretary.

The bureau's other activities include the registration of women and girls trained in industrial, commercial, agricultural and professional occupations who are ready to take wartime employment, and assistance in distributing and looking after the general welfare of women and girls so employed away from their home environment. Already it has been instrumental in securing employment for large numbers of working women at wages and under conditions more favorable than they as individuals would have secured. Thus one employer informed the bureau that he would pay \$6 a week and wanted 100 girls. He finally raised his offer to \$9 a week and secured them.

At the suggestion of Samuel Gompers, chairman of the Committee on Labor of the Advisory Commission of the Council of National Defense, there was held in the office of the secretary of labor on June 18 a conference attended by the representatives of this Bureau of Registration and Information and of the Labor Department, the Committee on Labor, the Women's Committee of the Advisory Commission of the Council of National Defense, the sub-committee on Women in Industry of the Committee on Labor, and the National Women's Trade Union League. Its purpose was the reaching of an understanding as to

<i>Last Week of the Fight Against Beer</i>	292
<i>Supervision of Women's War Work</i>	292
<i>Beams Thrown from Goribaldi's Candles</i>	293
<i>College Recruits for the Nurses</i>	294
<i>Conscripting Tuberculosis Beds</i>	294
<i>Jewish War-Relief Fund Growing</i>	294
<i>Industry Seeking Hygiene for Itself</i>	295
<i>Contract Labor Admitted for Formers</i>	295
<i>Washington Railways Under Scrutiny</i>	296
<i>For the Conscientious Objectors</i>	296
<i>Institute for Crippled Soldiers</i>	297

the function of each of these organizations, during the war, in shaping the policy of the government with relation to women's war work.

Secretary Wilson explained that the work of ascertaining the industrial conditions in the shops having war contracts, as a basis for judgment as to the fitness of these shops for women's employment, was one that he had desired done by his department. Although he had failed to secure the backing of Congress in this plan, he still wished the task performed as promptly and as efficiently as possible. The Bureau of Registration and Information had been financed to undertake at least a considerable part of this work, through private subscription, and the Department of Labor had accepted the responsibility of supervising its activities, thus making it all but official.

The Women's Committee, headed by Anna Howard Shaw, the Committee on Labor, with its sub-committee on Women in Industry headed by Mrs. J. Borden Harriman, and the National Women's Trade Union League, will advise the secretary of labor and the Council of National Defense as to industrial conditions affecting women performing war work, according to the understanding reached in this conference with the secretary. Their activities will not, however, overlap the activities of the bureau in gathering data on the industrial environment of women in the contract shops and government plants, to be used officially by the Department of Labor.

Importance is attached to the investigations undertaken by the bureau because employers thus far interviewed are in virtual agreement that as soon as the first selective draft of men for the army shall be made the industries will require the services of hundreds of thousands of additional women and girls. Women who hitherto have not worked for wages will be drawn into the munition shops, the garment factories, the machine shops, where they can perform the less heavy but still arduous work required for production of various metals, and into all of the industries allied to the actual manufacture of war goods. Selection of the work they shall be advised to do, and bringing of pressure to bear upon the industries to improve sanitary and hour-schedule and wage standards to meet the new requirements, will be carried on under the eye of the Department of Labor and with the cooperative advice of the Women's Committee and the Committee on Labor.

In this arrangement the function of the National Women's Trade Union League appears to be that of a special defender of the industrial rights of the women who depend upon their own organization and the force of the labor movement. It will carry on a program of protest to the government against the continuance of such conditions as obtain



Photo by courtesy of Mrs. Culman, Rosebank, Staten Island

WHERE GARIBALDI MADE CANDLES

Tens of thousands of Italian-Americans, among them some veterans in the red shirts of the revolutionary army, greeted the Italian commission on its visit to the house on Staten Island, New York city, where Garibaldi lived and supported himself by candle-making during his exile.

in the Bureau of Engraving and Printing at Washington, where a large number of the 3,000 women employes are working twelve hours a day. Remonstrance against this overwork was made by a delegation of the league last week to the President and the secretary of the treasury, with intangible results.

BEAMS THROWN FROM GARIBALDI'S CANDLES

THE Italian commission now in this country has visited the little wooden house on Staten Island, New York city, where Giuseppe Garibaldi, the Italian emancipator, lived as a refugee in 1851-3. Forced to leave Italy after the failure of the attempted Roman republic, depressed by the death of his wife, who had been his constant companion in exile and poverty, he was glad when an old acquaintance, Antonio Meucci, met him at the Battery and took him to his modest home at Tompkinsville, now Rosebank, Staten Island.

There Garibaldi immediately started to support himself by laboring in Meucci's small candle factory. The accompanying illustration shows the boiler used by him in that establishment. He joined the social life of the neighborhood—among other things taking the first three degrees of freemasonry in a local lodge—and was especially popular with children. His patient and resolute bearing during his worst time of trial, preceding his return to Italy and the historic triumph of his cause, may prove an inspiration to other war refugees now.

The caretaker of Garibaldi's home when he lived in this country is an old Garibaldi soldier and proudly wore a number of war decorations on his red shirt when visited by the Italian commissioners. A number of other "red-shirts," linking the present war to the memories of those great days, also were among the eighty or hundred thousand Italians who lined the streets.

The sociability of the Italian immigrant, an asset not always fully utilized in efforts at Americanization, was strikingly illustrated in New York and the other cities visited by the commission by the vast numbers of American-Italian societies and lodges which lined the streets, each with its heavily embroidered banner and most of them with their brass bands.

Of timely interest in this connection is the report of the Society for Italian Immigrants in New York city showing that since the beginning of the war the stream of Italian migration has reversed. The net result of Italian migration to and from this country during the three years ending December 31, 1916, was an excess of 71,000 emigrants over the total number of immigrants, as compared with a surplus in the opposite direction of over 200,000 for the previous three years. Some of the effects of this reduction, coupled with the unusual prosperity of industry during the war, are shown in the society's report:

Where formerly the so-called *padrone* often abused and cheated his men, he now is compelled to treat them fairly and honestly; otherwise, work being plentiful, the men leave him to obtain employment with those *padroni* from whom they obtain just treatment. Another interesting fact is that where formerly an Italian laborer had to pay a fee when obtaining employment through a licensed agency, he now pays nothing and in many cases is offered a small bonus to be induced to accept the employment offered. All quarries at the present time are offering attractive bonuses with an increase of from 35 to 60 per cent higher wages. Brickyards are doing the same and some railroads, relying mainly on Italian labor for the maintenance of their roadbeds and tracks, are contemplating similar action.

The society also confirms an impression noted by others that the one-time prejudice against Italian laborers among employers is gradually breaking down.

In every industry they are now given a certain preference where previously they were employed only when other help was unobtainable. . . . As a result of these changed conditions, positions are offered to the Italians remaining in New York which have heretofore been denied them, the building trades having lowered the former barriers. In consequence we find Italians amongst the foundation builders, shoremen, timbermen, iron workers, etc.

COLLEGE RECRUITS FOR THE NURSES

AS the SURVEY has already shown [June 2, 9] the withdrawal of many skilled workers from the nursing field, a field never too well supplied, leaves training schools as well as all the organizations for public health nursing, face to face with a serious situation. To meet this difficulty, a special course is planned by the school of nursing of the Presbyterian Hospital, New York city, in cooperation with the department of nursing and health of Columbia University, to open on July 6.

College graduates from accredited institutions will receive credit for part of the regular nurses' training and will be allowed to complete their course in two years and three months instead of three years. Further arrangements are under consideration by which women who have had two years of college work in certain courses may enter the regular course of training and by adjustments in the required theory and practice may complete at the same time the nurses' course and receive also the degree of bachelor of science.

Recently an informal letter was sent out to presidents and deans of women's colleges urging that before the students dispersed this call should be brought to their attention. The letter was signed by Lillian D. Wald, of Henry Street Settlement, New York; Julia C. Lathrop, of the Federal Children's Bureau; Annie W. Goodrich and M. Adelaide Nutting, of Teachers College, Columbia University.

Never was there greater need of conserving child life. Never was there greater need for the fullest enlightenment of all classes of society concerning hygiene and sanitation. . . . We shall need to increase greatly our force of trained nurses in order to meet the consequences of throwing back into a country already unable to cope with its problems of poverty and sickness additional burdens of helplessness and disease. And we need to begin now to train the larger forces for the certain task before us.

Within the week since the first announcement of the course at Presbyterian Hospital was announced ten applications were received, one from Illinois coming by special delivery.

CONSCRIPTING TUBERCULOSIS BEDS

Governor WHITMAN has written to the boards of supervisors in nineteen counties of New York state calling their attention to the bill passed during the recent legislature providing that every county of more than 35,000 population not already having a hospital for its residents suffering from tuberculosis shall erect such an institution and have it ready for occupation not later than July 1, 1918.

That the state is determined to care properly for its tuberculous patients is evident from the mandatory character of this new law. Writes Governor Whitman:

In order to insure prompt action in this matter and to meet the demands which will probably be imposed within a year for the care of tuberculous soldiers the law provides that if the board of supervisors of any such county shall have failed to secure a site for a county tuberculous hospital, and to have awarded contracts for the erection of suitable buildings thereon by the 1st of January, 1918, it shall be the duty of the state commissioner of health to forthwith proceed to locate, construct and place in operation a tuberculosis hospital in and for such county, and all expenditures incurred

by the said commissioner of health in this connection shall be a charge upon the county, and provision shall be made for the payment thereof by the board of supervisors of such county in the same manner as in the case of other charges against the county.

The immediate urgency of this measure is the likelihood that American soldiers and sailors may become infected with tuberculosis as those of other armies have, through the peculiar conditions of the present war and the serious exposures to which the men are subject in trenches and dug-outs. But the gain to tuberculosis work in the state of thus having adequate provision for tuberculosis patients will extend beyond the necessities of wartime, and make possible a strong program of control and prevention in the future.

Such a program will doubtless provide some means of consolidating into hospital districts the remaining fourteen counties, each of less than 35,000 population and hence not affected by the present law, even though they have no provision for tuberculosis hospitals. The total population for these fourteen counties is 340,364, according to the state census of 1915. The State Charities Aid Association estimates that 275 beds are needed for this population. Of this number, fifty-six have been authorized by local authorities.

JEWISH WAR RELIEF FUND GROWING

THE State Department announces that a commission consisting of ex-Ambassador Henry Morgenthau and Felix Frankfurter has been appointed to go to Egypt to ascertain what measures might be taken to ameliorate the conditions of the Jews in Palestine. It is hoped that the Turkish government will permit the mission to visit both Palestine and Syria. It has granted such a permission with respect to Palestine to a committee of German Jews and also to representatives of the Spanish, German and Austro-Hungarian consulates at Constantinople.

The State Department does not know whether the supplies shipped many months ago to Alexandria for the relief of destitute Syrians and Armenians have ever reached their destination.

The Jewish relief committees, though the appointment of the commission had not been requested by them, are using this opportunity to secure full information on the condition of the Jews recently ejected from Jaffa and of Jews in Asia Minor generally. Without appropriating a definite amount for this purpose, they have asked the commission to use its own judgment in relieving distress, should they find an urgent need for immediate action.

The ten million dollar fund which the Joint Distribution Committee of the three great Jewish war-relief funds has set out to collect for this year, is still short of about four and three-quarter

millions. But organization all over the country has been so perfected during the last few months that there is every hope of achieving this aim.

In addition to the contribution of one million dollars by Julius Rosenwald, of Chicago [the SURVEY for March 31], eight prominent men, Gov. Simon Bamberger, of Utah; Gov. Moses Alexander, of Idaho; S. R. Travis, of Oklahoma; William Topkis, of Delaware; Jacob Epstein, of Maryland; Ben Selling, of Oregon; Adolph S. Ochs, of Tennessee, and E. M. Chase, of New Hampshire, have promised to give 10 per cent of what their respective states will raise, and fifty-two men and women will give 10 per cent of what their respective cities will raise. Members of a single family have offered a 10 per cent premium on all the collections taken in eight states and one large city.

The American Jewish Relief Committee desires it to be widely known that international complications will not interfere with the relief work which, where necessary, is carried on with the full cooperation of the State Department and the ambassadors of neutral countries. In Russia, the revolution has opened the door to many forms of cooperation which previously were not available; and here machinery for a very intensive and effective relief work among the Jews, including many thousands of refugees, has been established.

INDUSTRY SEEKING HYGIENE FOR ITSELF

THAT the labor sanitation conference organized among members of trade unions in New York city with the division of industrial hygiene of the Department of Health [the SURVEY, April 14] means business and not simply a passing interest, is evident from recent action of the conference.

A few weeks ago the conference passed several resolutions approving strongly of the work done thus far by the division of industrial hygiene, indicated their belief in the need for extending such work and their hope that the division might be given opportunity for even more thorough investigation and enforcement of sanitary laws. These resolutions, representing the conviction of fully 750,000 members of unions, were given to Mayor Mitchel, who referred the conference personally to Commissioner of Health Haven Emerson. Dr. Emerson received the delegation, heard their views and asked them to act as a special advisory committee with him concerning this branch of the department's work, and also requested that they should, as soon as practicable, present to him a statement of what they believed should be done by the division of hygiene to protect the health of workmen and women in the city and suggest the amount of money which would

be required to accomplish this satisfactorily.

At its next meeting, on June 10, the conference formulated such an estimate. To make possible the annual inspection of even one-sixth of the shops, factories and mercantile establishments of the city by a competent medical inspector, they recommended that the department employ fifty additional inspectors at \$1,080 each, which is the minimum salary of a medical inspector. And in addition to this item of \$55,000, they urged that \$10,000 be appropriated for special educational work alike for employer and employe, that the care of health and the prevention of accident might be widely taught through literature, lectures and exhibits.

That this was a valuable war measure as well as a needed development in local public health work was urged by speakers at the meeting.

The conference also discussed recent activity of the division, especially its efforts to secure a standard of disinfection of the wool, hides and skins coming from ports known to be infected with anthrax. More definite education in diagnosing this disease would, Dr. Harris, chief of the division of industrial hygiene, believed, lead to the identification of many cases as erysipelas, or "blood poisoning." Interest was shown in the hazard reported in the use of hydrofluoric acid in glass-blowing establishments; the investigation of laundries in connection with the New York city Consumers' League; and of conditions in several chemical works.

Specially important was the plan to follow up children who receive their working papers, but who are at present lost sight of after the first examination. It was suggested that these papers be had by employers from the health department rather than from the child, and that a new certificate be required every time the child goes to a new position. In this way his health could be supervised and a change of occupation be secured when such a step seemed desirable for his well-being.

At this meeting the conference also expressed its sympathy with the effort which the waiters' union is making to be allowed to provide its own uniforms. At present, the waiters declare, they have to use the linen of discharged employes, no matter what disease these men may have been suffering from, and this is a menace to themselves and to the customers whom they serve. By adopting a style something like the negligé collar of the English army uniform they could be more comfortable, more clean and save laundry bills. At the one restaurant in the city (Ofer's) where this plan has been adopted, the only expense to the employer was that of having his name sewed upon the collar.

CONTRACT LABOR ADMITTED FOR FARMERS

SECRETARY of Labor Wilson, taking advantage of a clause in the immigration act of last February, empowering the commissioner-general of immigration with his approval "to control and regulate the admission and return of otherwise inadmissible aliens applying for temporary admission," has issued a circular instructing immigration officers that the contract labor clause and the literacy test may be waived in the case of aliens who in all other respects are admissible and who are shown to be coming to the United States for the purpose of accepting employment in agricultural pursuits. By later circular, this exemption was confined for the present to agricultural laborers from Mexico and Canada.

The alien applying for admission under this exemption is subjected to special methods of identification and is allowed to enter temporarily upon the understanding that he will engage in no other than agricultural labor. If found engaged in any other industry, he will be deported.

In a further circular dated June 6, temporary admissions of this kind are limited to six months. If in any instance an extension of time is desired, the necessity for it must be shown in an application by the party desiring to continue the services of the laborers for a further period not exceeding six months. The prospective employer must send for or come to the boundaries to get the aliens before they can be admitted, and precedent to admission of the alien must disclose to the immigration officer in charge at the place of entry his plans with respect to the employment, including wages and duration of employment.

He must give a written promise that he will keep the officer in charge advised of any change made in these plans, that he will notify him if any alien admitted to him proposes to leave his employ or has left it without his previous knowledge, and of helping, if necessary, to trace him.

The Bureau of Immigration, in a communication to the SURVEY, says that it has no knowledge of the approximate number of laborers who will be likely to avail themselves of this arrangement, and that it is unaware that there now exist organized sources looking to an immediate importation of laborers from the two countries named in the circulars. For the time being, therefore, the effect of the measure is quite problematical. It is not likely, however, that it will lead to any very large increase of harvest labor.

According to information collected by the United States Bureau of Labor Statistics, there will be no shortage of harvest hands in Oklahoma and Kansas. In the former, ample labor supplies are

obtainable from nearby states. The Kansas wheat crop has been so seriously damaged that the local labor supply will be sufficient to take care of it. In the northern belt of spring wheat-growing states, the situation will be quite different, as all information indicates a large increase in acreage and probably a very large crop. In other states, the labor shortage, where it exists, is being supplied by making use of boys. In the opinion of Royal Meeker, commissioner of labor statistics, the agricultural labor situation is not yet serious but is likely to become so when haying and harvesting commence.

WASHINGTON RAILWAYS UNDER SCRUTINY

A PETITION signed by more than 12,000 residents of the District of Columbia and presented to the special committee of the United States Senate investigating the strike on the lines of the Washington Railway & Electric Co. in the capital, points to one of the possible solutions of the struggle between the company and the Amalgamated Association of Street and Electric Railway Employees. It reads:

We, the people living and doing business in the District of Columbia, earnestly petition and urge your honorable body [Congress] to speedily enact legislation providing for the ownership and operation by the District of Columbia of the street and interurban electric railways now operating in said district, in order to prevent future disturbances in the industrial and commercial life of the district, provide regular and continuous street car service in the nation's capital city, and insure adequate compensation and better working conditions for the men who perform the necessary and important service of operating the street railways of the district.

The only alternative proposal which would admit of industrial peace for the future, as affecting the car lines, was suggested by Pauline Goldmark, secretary on public utilities for the National Consumers' League, one of the last of the many witnesses examined during the eight weeks of the hearing. She pointed out the danger to the community as well as the injury to the employes involved in the individual contract with which the company sought to crush organization on its lines, and suggested a bill for adjustment of disputes or strikes arising between the employes and the company.

This proposed bill, sanctioned by the officers of the National Consumers' League, provides in general for four processes: the continuous investigation of conditions, mediation in case of impending or actual trouble, emergency mediation, and consideration of labor conditions as a vital factor in public utility rate-making.

It provides that for each public utility there shall be created a board to be composed of two representatives of the com-

pany, two representatives democratically elected by the employes, and a chairman taken from the Public Utility Commission. This board shall keep an accurate record, based upon continuous investigations, of conditions and terms of employment in the industry, and shall report these facts annually. It shall have power to pass on the terms of any proposed contract between company and employes. It shall then have power to settle any dispute arising under an existing contract. When any dispute or strike shall impend or take place, the board will attempt mediation. Should mediation fail, it will conduct an emergency investigation, and will report all of the salient facts of such dispute or strike to the public.

Even more important, from the standpoint of the employes and company, is the provision that in all hearings for the purpose of fixing of rates to be charged for the service of public utilities, this board shall designate a member of each party in interest—labor and capital—to appear and testify; and it shall be the duty of the Public Utilities Commission to give prior consideration to the recommendations of these witnesses concerning needed changes in wages, hours and conditions of labor, in providing new rates for the utility service.

This proposal of legal recognition of the right of the employes to equal authority with the owners of the stock in the dictation of industrial conditions, and the emphasis upon the fact that justice to the workers in the industry is to be first considered when payment for the services of the industry is under discussion, is by no means approved by Clarence P. King, president of the Washington Railway & Electric Company. He has repeatedly stated, on the witness stand, that he considers the entire senatorial inquiry to be a process carried on as the result of pressure brought to bear upon Congress by the amalgamated association. He is shown by the testimony of Chairman Newman and others of the Board of Commissioners of the District of Columbia to have welcomed the threats of strike last March, and to have prepared for it long in advance. He is declared by various witnesses to have promised to give the police "something to do." He positively refuses to have any dealings with the union.

Senator Hiram Johnson, of California, who has taken the leading part in the inquiry, has throughout found it impossible to secure from the officials of the company any statement that the policy of demanding that employes sign the individual contract and forego the right to strike or to join the union would be abandoned under any terms of compromise. Senators Jones of Washington, Pittman of Nevada and King of Utah, equally interested in seeking to

lay a basis for settlement of the dispute, have likewise failed. Their report, which may be in print by the date of publication of this issue of the SURVEY, is expected to make drastic recommendations built upon this attitude of the company.

If the report of the Senate committee shall favor public ownership, as appeared likely at the time of closing of the investigation, the movement will be very strongly supported in both branches of Congress next winter.

FOR THE CONSCIENTIOUS OBJECTORS

ADMINISTRATION officials have told the American Union Against Militarism that, under the draft law, exemption from military service on the ground of conscientious objection can be granted only to those who belong to religious sects which are opposed to war; the individual conscientious objector, whose objection is on social or political grounds and the objector who is a member of a church which is not historically opposed to war, must enter the army if he is drafted, or take the consequences.

To find a way out for this objector and for the government, which may possibly find itself with an embarrassing "army of martyrs" on its hands, a group of religious leaders are working with the American Union Against Militarism in securing information and opinions which they hope may form the basis for such an amendment to the law as will incorporate the tempered provisions of the more recent English practice.

They are sending out widely to religious leaders and educators a set of suggestions based on "the solution finally accepted in England after one and a half year's experience" and on "the expressed intention of the administration to deal liberally with real objectors on conscientious grounds."

As to "evidence of conscience" to be presented before the local boards which make the exemptions, the suggestions are that the "recognized religious sects" be named so that their members may know that they are not included; that "the difficulty in presenting evidence of conscience before local boards can be somewhat overcome by recognizing those who were members, before the draft act was passed, of an established organization whose purposes are opposed to war;" and that individuals who are not members of such organizations "should present legal evidence before the local boards either by witnesses or by affidavits . . . to the effect that the applicant is well known to have been opposed to war."

As to provision for conscientious objectors, the suggestions distinguish between those who are willing to engage in non-combatant service, either at home or abroad; those who are unwilling to

engage in any service under military authority, who "should be released under a written agreement to engage in some occupation essential to the national welfare . . . such occupations should be determined and listed"; and those who are "absolutists":

In connection with the latter group—men who are unwilling to accept any national service under compulsion or agreement on the ground that any such service helps in carrying on the war—we desire to call attention to the English experience and to suggest that in the case of men who are to be tried or courtmartialled the following procedure be followed:

First, that the trial or courtmartial take place immediately after the refusal of a board to exempt a drafted man; second, that arrangements be made to place such a man either in a detention camp or prison under civil, not military, authority; and, third, that the penalties for men who refuse any service under compulsion or agreement be standardized.

At the meeting of the Federal Council of the Churches of Christ in America in Washington, in May, the following statement was adopted:

When the state compels men to military service, it raises the ancient religious question of freedom of conscience. Churches who have furnished martyrs for this principle are under particular obligation to see that the conscientious objector is allowed such non-combatant service as does not violate his conscience. We, therefore, request the administrative committee carefully to consider what practical steps can be taken to secure this end.

INSTITUTE FOR CRIPPLED SOLDIERS

THE War Council of the American Red Cross has announced the establishment in New York city of a special institution for the training and readjustment to industry of men permanently crippled by the war. This has been made possible through a gift of \$50,000 by Jeremiah Milbank, a member of the Central Council of the New York Charity Organization Society. The managers of the institute will be appointed by the War Council of the Red Cross.

The institution will at first devote itself to the education for new trades and occupations of men injured in the ordinary processes of industry, an undertaking for which at present there is great need. Even in Canada at the present time there are more industrial cripples than war cripples. Mr. Milbank has placed at the disposal of the Red Cross the building formerly occupied by the Packard Business College at Twenty-third street and Fourth avenue. As soon as necessary arrangements have been completed, classes will be opened there for the instruction of permanently disabled men.

Mr. Milbank has attached no conditions to his gift except that preference shall be given to helping permanently crippled soldiers and sailors to become

self-supporting. Tentatively it is planned that the institution shall receive them after they leave the convalescent hospitals, fit them by training for some trade, and then help them to obtain employment. It is not for medical or convalescent care, but for educational and industrial readjustment.

Preliminary to the undertaking, Edward T. Devine has been asked to conduct an investigation into the subject of returning disabled men to industry.

As a part of this preliminary investigation, visitors are looking up men who have undergone amputations in New York hospitals in the last two years in order to find out what they have done to fit themselves for new occupations or for their old ones. An investigator will probably be sent to Canada and to France and England to see what is being done in those countries to adapt disabled soldiers and sailors to industry. The work of public and private employment bureaus in the placing of handicapped persons will be studied and also the experience of the State Industrial Commission with victims of accidents.

The actual work of trade training will not be started until the needs of the situation have been ascertained and the inquiry into the methods in use in other countries has progressed far enough to afford a secure basis for a method of procedure. Correspondence is invited by Mr. Devine from others who are interested.

SOCIAL FORCES IN WAR TIME

[Continued from page 291]

5. There must be facilities for placing the men in positions where they will be of the maximum utility.

The investigation which the institute is undertaking this summer is not academic. Its object is to assemble the concrete facts on which to decide how to begin: how to bridge the critical period between discharge from the hospital and strapping on the artificial leg; how to supply the imagination which is ordinarily lacking in the disabled man and his friends when he makes his plans for the future; what classes to organize first; how to find the opportunities in organized industry for cripples who are equipped with marketable skill.

Dozens of practical questions suggest themselves on each of these points. To answer them a study is being made of what has been done in an organized way in France, England, Canada and the United States; of the conclusions reached by individuals who have given personal attention to the problems of cripples as teachers or employers or in other capacities; and of the stories of a large number of crippled men now living in New York city. Help from any reader who has information that will be useful or suggestive would be appreciated. It desired especially to learn of cripples who have succeeded in reconstructing their lives and of employers who have had satisfactory experience with cripples in work requiring skill and capability. There are men who date the beginning of a successful career from the time when a crippling accident has made necessary a new start in life. Such men may now give inspiration to the soldiers and sailors whom the war will send home similarly disabled.

JOTTINGS

THAT the Red Cross fund of one hundred million dollars would be largely oversubscribed was the expectation when this issue of the SURVEY went to press before the final returns were in.

SOCIAL Work and the War is announced as the subject of the summer course in social economy at Columbia University under Prof. Edward T. Devine, running from July 9 to August 17.

BOTH houses of the California legislature have passed the social insurance amendment and in 1918 it will be upon the referendum ballot.

THE American Red Cross has established in London, in a building donated by William Salomon, of New York, an up-to-date orthopedic hospital for American officers.

NAVY YARDS, arsenals and other government establishments where there is considerable industrial hazard are to be safety-surveyed by the United States Employees' Compensation Commission, as its first task. The National Safety Council has delegated its field representative, C. W. Price, to act as director of the survey.

HARVARD offers a summer course on Principles and Methods of War Relief, by James Ford, assistant professor of social ethics, with practice in case work provided by the charitable agencies of Boston. Further information may be had of Professor Ford at 35 Walker street, Cambridge, Mass.

"URGENT obligation to avoid all possible duplication of effort and expense in these days of wartime stress" is the reason given for the merging of the New York Committee on Feeble-mindedness with the Mental Hygiene Committee of the New York State Charities' Aid Association. Homer Folks will be chairman and George A. Hastings, secretary. James P. Heaton, executive secretary of the former and late business manager of the SURVEY, goes to Boston, July 1, to become head of the research department of the Filene store.

THE Y. W. C. A. (this is not a misprint) has opened its first camp house at the Plattsburg Training Camp, New York. Intended as a social center where student-soldiers may meet their women friends and their families, it is equipped with a restaurant, a broad terrace facing the parade grounds, a reception room and rest and writing rooms. The Y. W. C. A. is endeavoring to raise one million dollars for the erection of similar buildings at other training camps here and in Europe. Some of its workers are already in France in preparation for this work.

ACCORDING to *Rochester Commerce*, the sub-committee on investigation of solicitations arising out of the war of the Home Defense League in Rochester, N. Y., is doing what the article by Barry C. Smith in the SURVEY for June 2 demanded. It has sent a letter and questionnaire to over sixty organizations soliciting for the relief of war sufferers or for preparedness organizations of some nature, asking for accounts. "The replies come in so slowly that it can plainly be seen how great a need there is for more system on the part of a great majority of these relief agencies."

Social Work and the War, Pamphlets

- No. 87 **Social Problems of the War**, a report by Prof. EDWARD T. DEVINE and Mr. ERNEST P. BICKNELL (10 cents).
 No. 88 **War Relief in Canada**, by Miss HELEN R. Y. REID, of the Canadian Patriotic Fund (12 cents).
 No. 89 **Public Health Nursing and the War**, by Miss Mary E. Lent, Associate Secretary, National Association for Public Health Nursing (8 cents).
 No. 90 **The Treatment of Disabled Soldiers**, by Mr. E. H. Scammell, Secretary of the Canadian Hospitals Commission (8 cents).
 No. 91 **The Public Health in War Time**, by Dr. C. E. A. Winslow, of Yale University (8 cents).
 No. 92 **Infant Welfare in War Time**, by Dr. Grace L. Meigs, of the Federal Children's Bureau (8 cents).
 No. 93 **Mobilization of the Brain Power of the Nation**, by Dr. Stewart Paton, of Princeton University (8 cents).
 No. 94 **Economy in Diet**, by Prof. Graham Lusk, of Cornell University (12 cents).
 No. 95 **Public Health as a Social Movement**, by Prof. Irving Fisher, of Yale University (12 cents).

THE PRESIDENTIAL ADDRESS ON THE CONQUEST OF POVERTY

by Frederic Almy (No. 85, 10 cents) also available in pamphlet form.
 Complete Proceedings of the Pittsburgh Conference will be published soon.

Order by Number. Send Remittance with Order.

ADDRESS

National Conference of Social Work, 315 Plymouth Court, Chicago

Write for descriptive literature, free.

POLICEWOMEN of the United States and Canada, at their recent international conference in Pittsburgh, pointed out "the peculiar importance of their work in this crisis," dedicated themselves once more to "the work of home defense, especially with regard to homes broken by the war, to industrial problems caused by the entrance of women into new fields of labor and to the unprecedented social problems attendant upon the establishment of large training camps," and urged "the need of increased numbers of policewomen" throughout the country. Alice Stebbins Wells, of Los Angeles, the original policewoman, was re-elected president of the association.

"EFFICIENCY only can win this war. To succeed as a nation, we must apply in each local city every power of close organization and careful planning. The war demands immediately the most orderly way of working and living in all cities as a matter of necessity." With these words, the California Conference on City Planning urges the cities of the state to appoint immediately strong city planning commissions as provided in the act of 1915. The cities of the East suffer, because of lack of forethought, from the great influx of new industrial workers last year with the result that these live in congestion, are not as productive as they might be, and endanger the health of the community.

MILITARY age is the age of a great majority of the men who act as big brothers, many of whom will go into the army. Moreover, pleas for economy may be expected to interfere with the development of the probation system, recreation and teaching, just at the time when, by European experience, we may look for a serious increase in juvenile delinquency. Facing such a situation, Alexander H. Kaminsky, of New York, speaking at the first American Conference of Big Brothers and Big Sisters, in Grand Rapids, Mich., suggested that every big brother and big sister who goes into other service be required to find a substitute, and that a campaign be started to enroll older men who have not hitherto been called on to look after rambunctious boys.

ACTING on the motion of the attorney-general [the SURVEY, April 21] that the murder

charge against John R. Lawson, leader of the Colorado miners, and Louis Zancanelli, a miner, be dismissed, the state supreme court has unanimously reversed the decision of the circuit court which found them guilty. The supreme court based its decision on the fact that Judge Hillyer, appointed to try the miners, had formerly been an employe of the coal operators. The defendants were not remanded for a new trial and no further prosecution is expected—the end of the famous coal strike of 1913 so far as legal steps are concerned.

WOMEN still continue to swamp the New York State Public Employment Bureau with requests for work. During May, 1,430 applied, an increase of 60 per cent over April. Although there is no demand for inexperienced women on farms, many apply for agricultural positions. The bureau has a call for women experienced in gardening and poultry raising, at \$40 per month and maintenance. A munitions plant up the state has asked the bureau to secure female help, transportation paid. There has been an increased demand for operators on canvas tents and such government work, but in other lines the demand has fallen off. Some of the firms that took on women in April to train and fit them for men's jobs in office work, are holding off from employing any more women until they discover how far the selective draft will disrupt their male force.

REGARDING as its principal field of activity the connecting up of local community effort with the national social agencies, the American Institute of Social Service is offering expert advice on any questions that may arise in connection with the organization of community resources for patriotic ends. A bureau of programs, of which Robert A. Woods is director and Albert J. Kennedy, assistant director, will issue bulletins giving detailed suggestions about different kinds of work. Meantime, social workers, especially in smaller cities and towns, are urged to create general committees on public welfare representing the various elements in the population and the different geographical sections. Sub-committees, says a bulletin of the institute, should each be placed in charge of five chief subordinate divisions of work, military, productive resources, special assistance, food conservation, and community solidarity.

WHEN the case of Rev. William M. Fincke, pastor of the Greenwich Presbyterian Church, New York city, whose sermon on war caused his congregation to vote for his resignation [the SURVEY for June 27] came before the Presbytery of New York June 11, Mr. Fincke had already resigned by cable from France, where he is serving as an orderly with a hospital unit. Mr. Fincke's case is the first one of a minister who preached an anti-war sermon to reach a higher church body for action. His friends contended that the hostility to the pastor involved the issue of "the right of a minister of Jesus Christ to say from his pulpit what he honestly believes to be God's truth." The presbytery unanimously adopted a resolution, which is understood to close the incident, in which, after acceding to the dissolution of the pastoral relation and expressing appreciation of Mr. Fincke's "faithful and effective service," it declared: "Further, the presbytery maintains the liberty of its ministers under the constitution of the Presbyterian church in the U. S. A. to declare freely and fully the gospel of Christ with all that it implies for the public and private life of men, as God grants them to understand that gospel; but it reminds its ministers that this liberty is to be lovingly used for building up the church, the nation, and the whole brotherhood of mankind."

THREE all-steel mine-rescue cars have just been completed for the mine safety service of the Bureau of Mines to replace three of the eight remodeled Pullmans which have been operating as mine-rescue cars since 1910 and were recently condemned as unfit for further use.

SCARCITY of shoe leather has revived the clog fashion. It is reported that the industrial population of Lancashire and Yorkshire, England, where the clog has never quite disappeared, have now adopted wooden shoes. Clogs have their drawbacks, such as the "clang of wooden shoon" on paved streets. But there are compensations. It is said they are comfortable (appearances are deceitful)

Classified Advertisements

SITUATIONS WANTED

COLUMBIA University graduate in sociology, having experience in social work, desires position teaching or in social service. Address 2534 SURVEY.

HELP WANTED

WANTED—Man and wife of Protestant faith to take charge of a Cottage of twenty-five boys in an Orphanage; the man to fill the position of Carpenter and Instructor in Manual Training. Salary for the couple ninety dollars and maintenance. Position open August 1st. Address 2532 SURVEY, giving particulars as to age, health, experience and references.

VISITORS with substantial experience, preferably in New York, in supervising care of children in boarding homes. Special opportunities for summer, and perhaps permanently. Write immediately, giving complete details and salary. Address 2533 SURVEY.

MISCELLANEOUS

WANTED—Lessons in advance English in exchange for Russian. Address 2534 SURVEY.

and drier than leather footwear. A new pair of woman's clogs can be bought for as low a sum as 70 cents, and men's for 90 cents to \$1.25. They can be reclogged for 37 cents, and with occasional repairs are guaranteed to last eighteen months to two years. Most clog-making is still in the journeyman stage, but recently factories are being established in England for the manufacture by machinery of wooden clog bottoms. The American vice consul at Bradford, England, suggests that the use of clogs in America could be greatly extended with a resultant economy for the workmen, and a diminution in the consumption of shoe leather.

FIFTEEN of the most powerful unions of America, affiliated in the metal trades department of the American Federation of Labor, have adopted a resolution agreeing that there shall be no cessation of work on government contracts during the war, provided that in such contracts is inserted a clause for the just arbitration of grievances. If employers and employes fail to reach an adjustment in any difficulty, the metal unions ask that the matters in dispute be referred to the Council of National Defense, and the officers of the metal trades department of the American Federation of Labor for final settlement. Furthermore, the metal trades call upon the government authorities to provide in all contracts let by the government a clause guaranteeing a just standard of working and living conditions.

REALIZING that the success of selective conscription and ultimately of the war itself will depend upon the support of American wage-earners, President Gompers, of the American Federation of Labor, is urging that labor be represented on every national, state and local board concerned with administering the draft law. In England, he points out, labor is consulted to prevent men being drafted into military service who are indispensable to the production of munitions of war. All full-time labor officials are exempt because of the British government's recognition of the importance of enabling the labor movement to perform its function as an essential element in organized production. Practically all war agreements affecting wage-earners in Great Britain have been the result of conferences between representatives of trade unions and the government. Mr. Gompers pleads for similar co-operation in the United States.

A NEW factory law in Switzerland was anticipated by many manufacturers, writes Dr. Stephan Bauer, director of the international labor bureau at Basel, with the prolongation of the working day until the new law came into operation and made an end to this practice. An interesting experience, however, is reported by a factory which, on the contrary, used the intervening period to try out a system of nine daily working periods of fifty minutes each. "In the sewing department of the factory, a rest of ten minutes was introduced after every fifty minutes' work. During it the women were obliged to leave their places and exercise in the open. They welcomed the innovation because they soon realized that with this time division they were able to earn more at piece-work than previously. The manufacturer himself noted an average increase of productivity amounting to 25 per cent, varying from no change for the slowest to 40 per cent for the most efficient of the workers."

CAPT. J. W. PETAVEL, an English Christian socialist and author of a number of books on social reform which have influenced thought, especially among the younger

clergy, writes to the SURVEY from Calcutta that the object of one of his English organizations, the Educational Colonies and Self-Supporting Schools Association, is about to be put to the practical test in India. Through the generosity of Maharajah Kasimbazar, a rich Bengalee, a polytechnic institute has been established where a thorough training—manual, physical, and academic—will be given to promising children, independent of caste, and with the unique provision that the students must pay for their maintenance at the completion of their training by a short period of employment, which at the same time is profitable educationally. Captain Petavel, who has been appointed principal of the school, is especially anxious to introduce in India a proper appreciation for the benefits of cooperation. Some of his Indian backers believe that this new form of practical training will help to solve the problem of middle class unemployment. The principals of a number of Indian colleges support it as an aid in the never ending fight against class prejudices.

WHEN is a weed in Philadelphia a nuisance? The local Bureau of Health, with the approval of Select Council, ordered last summer that "weeds, noxious and poisonous plants, docks, tall grass and other offensive vegetable growths" must not be permitted to attain a "height of more than one (1) foot" in any portion of the city laid out in blocks. Lands under cultivation with growing crops are excepted. The constitutionality of the regulation was tested in the lower courts last fall. In court the question at issue was not the character of weeds as nuisances or the responsibility of the owner—in this particular case, the trustees of an abandoned cemetery—but whether the title of the housing and sanitation act was as inclusive and detailed as the state constitution requires. The city won its case, so that nothing stands in the way of its enforcing the order this summer. This ought to assist very materially in eliminating mosquitoes and flies, in preventing accumulations of decaying vegetable and animal matter, and in preventing the seeding of yards and gardens with weeds.

BOOKS RECEIVED

(Continued from inside front cover)

- CITY PLANNING PROGRESS—1917. Edited by George B. Ford, assisted by Ralph F. Warner. *Journal of the American Institute of Architects*. 207 pp. Price, cloth, \$2; paper, \$1.50; by mail of the SURVEY, \$2.15 and \$1.65.
- THE CITY WORKER'S WORLD. By Mary Kingsbury Simkhovitch. Macmillan Co. 235 pp. Price \$1.25; by mail of the SURVEY \$1.33.
- FRANKLIN SPENCER SPALDING, MAN AND BISHOP. By John Howard Melish. Macmillan Co. 297 pp. Price \$2.25; by mail of the SURVEY \$2.40.
- THE ADVENTURE OF DEATH. By Robert W. MacKenna. G. P. Putnam's Sons. 197 pp. Price \$1.50; by mail of the SURVEY \$1.60.
- SEVEN DOUBTS OF A BIOLOGIST. By Stewart McDowall. Longmans, Green & Co. 64 pp. Price \$4.00; by mail of the SURVEY \$4.44.
- A SEASONAL INDUSTRY; a Study of the Millinery Industry in New York City. By Mary Van Kleck. Russell Sage Foundation. 276 pp. Price \$1.50; by mail of the SURVEY \$1.60.
- RUSSIAN MEMORIES. By Madame Olga Novikoff. E. P. Dutton & Co. 310 pp. Price \$3.50; by mail of the SURVEY \$3.62.
- THE ROYAL OUTLAW. By Charles B. Hudson. E. P. Dutton & Co. 364 pp. Price \$1.50; by mail of the SURVEY \$1.62.
- DISEASES IN MILK. THE REMEDY: PASTEURIZATION. By Lina Gutherz Straus. E. P. Dutton & Co. 383 pp. Price \$2.50; by mail of the SURVEY \$2.70.
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CONTENTS for JULY 7, 1917

The GIST of IT

VOLUME XXXVIII, No. 14

CONTRIBUTED ARTICLES

Within Our Own Gates - - - - -	MARGARET F. BYINGTON	299
The San Francisco Bomb Cases - - - - -	JOHN A. FITCH	305
"Strong and Straight and Fine" - - - - -	MILDRED E. WHITCOMB	312
Social Forces in War Time - - - - -	EDWARD T. DEVINE	314

EDITORIALS - - - - - 318

COMMON WELFARE

Red Cross Week (Cartoons) - - - - -		322
Judge Mack to Report on Allowances - - - - -		323
Friends of the German Republic - - - - -		324
To Keep the Uniform Unspotted - - - - -		324
For a Civilian Sanitary Reserve - - - - -		324
Coolie Labor or Higher Farm Wages - - - - -		325
Chicago's First Forest Preserve - - - - -		325
Food Still to Go Into Beer - - - - -		326
The Red Cross Commission to Russia - - - - -		327
Russian Exiles Held in America - - - - -		327
Quaker Relief of War Victims - - - - -		328

THE SURVEY

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THE SURVEY is a weekly journal of constructive philanthropy, founded in the 90's by the Charity Organization Society of the City of New York. The first weekly issue of each month appears as an enlarged magazine number.

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FOURTEEN millions over the goal of one hundred millions is the latest estimate of the Red Cross fund—a tidy sum for relief and reconstruction. The spending of it now becomes a tremendous task of humanitarian statesmanship. The commission to France is at work on the ground, and this week a commission to Russia, headed by Dr. Billings, is announced. Page 327.

APPARENTLY the Senate is about to save the beer and spill the grain. Page 326.

SIXTY foreign war relief agencies, fearful that their three years of service and their very organizations may be swallowed up in a great relief trust, met to discuss their relations to the Red Cross. A German-American editor protests that the American Red Cross is becoming nationalistic whereas its real function is international. And there's a pretty row on over the barring of German or past-German-Americans in Red Cross service abroad. Discussion of it all by Mr. Devine, together with his challenge to social workers to help win the war. Page 314.

JUDGE MACK is to draft the bill to provide compensation, pensions and separation allowances for soldiers and sailors and their dependents. He stands on the workmen's compensation principle, on insurance, on varying the allowance with the size of the family and on making it all "a matter of justice and not of charity." Page 323.

QUITE unheralded and almost unknown, the British, French, Belgian and Italian governments have been caring for the families of their reservists in this country—more than 2,000 in the New York district alone. A proposal that the Red Cross take it over and put it on the basis of the American standard of living in place of the standard of a peasant family in rural Italy. Page 299.

CONGRESS has before it a bill to establish a civilian health reserve for the protection of the public health in times of emergency. Page 324.

MOONEY, charged with murder and about to be hung, became an international figure through the protest of Russian revolutionists; became, then, a national figure; has gradually won to his support one after another of the labor bodies; has had a petition for a new trial issued by the very judge who sentenced him; has put San Francisco's "law and order" campaign once more in a painfully conspicuous position. The story of a remarkable trial of a radical labor man. Page 306.

IOWA has a plan for making its little cripples "strong and straight and fine." Page 312.

FRIENDS of the German Republic, a new society open only to persons of German birth or descent, has been organized in New York with branches forming in other cities. Page 324.

CALIFORNIA'S labor commissioner takes sharp issue with the plea for importing coolie farm laborers, and declares the real shortage to be due to poor pay and bad conditions on the farms. Page 325.

THE old-fashioned patriot who stands out in the front yard on the Fourth of July and reads the Declaration of Independence has, this year, all Russia for his audience. Life, liberty and the pursuit of happiness have suddenly become watchwords for new hundreds of millions of men. Page 318.

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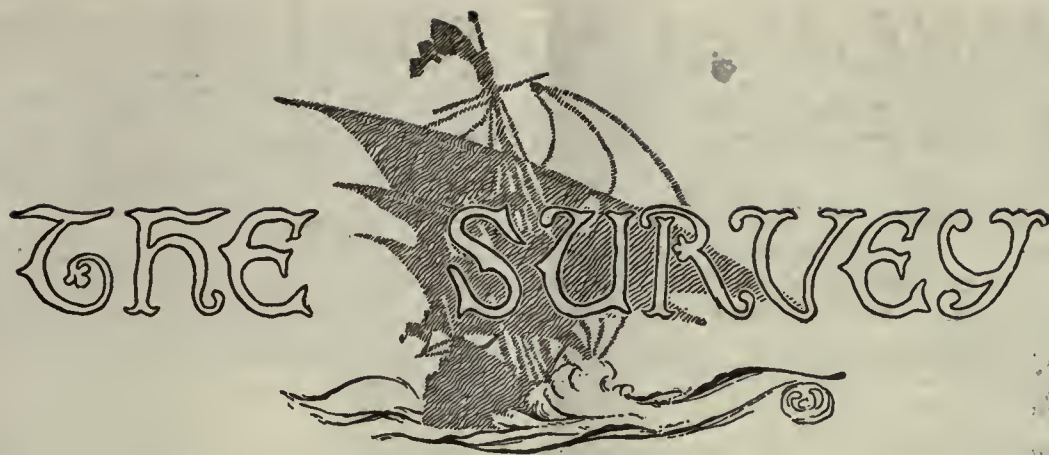
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Fighting Overseas

By Margaret F. Byington

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WITH Joffre there came unheralded to the United States a group of men from the French trenches, home for their first furlough since the war began. For, European born though they were, home to them meant the United States. There were more than a hundred of them whose families had been here waiting through all these months, and only when the English had taken over a larger section of the front could they be spared.

One man came with his wife to the French Hospital in New York city, where she had had one operation while he was gone, and where she had another and a severer one to face after he went back. His answer when asked if he were going back was "Assuredly."

The tragedies of the war have come nearer to us here in America in the last two years than we have perhaps realized. This group of women whose husbands are fighting in the armies of our allies is not a small one. In New York alone there are 800 families of Italian reservists who have gone back to fight. In the New York district, including New England and New Jersey, there are still 600 French reservists' families, though 600 others have gone back to France to live. The British consulate in New York is caring for 350 families in New York, New Jersey and Connecticut whose "men" are on the other side fighting.

These families certainly deserve special sympathy, for they have many of them faced anxiety without kin or neighborhood ties to comfort them. Mrs. Jones, for instance, had a mother and sister and brothers in England, but when Jones enlisted one day, leaving only a brief message of his departure, she found herself without near friends, but with a fifteen-day-old baby and a little crippled boy. St. George's Society and the New York Charity Organization Society saw that she had temporary care and that medical treatment and braces were secured for the boy. In spite of their kindness and interest (which she fully appreciated), she was, nevertheless, very

lonely here, and very happy when with the help of her brother she was enabled to go back to her family in England. Another case was that of the twenty-two-year-old Italian girl whose husband was called to the colors just a few months after her marriage. He went back to Italy at once, leaving her to the care of her father, who was a widower. There were a few months of loneliness for her, and then a month after her baby was born she died. As her father could not care for the baby, the New York Department of Public Charities placed it in an institution and there will be no home awaiting him if he does come back.

They have lacked here, too, that contagion of enthusiasm and sense of common sacrifice which have buoyed up wives and mothers in the warring countries. Instead, their neighbors must often have expressed the feeling, as did someone in my hearing the other day, that the husband's duty was to stay home and take care of his family, even if his country was at war. Such an attitude, of course, has made the situation much harder to face here than it would be in a country where the spirit of wartime devotion is so keen that it is the women who make the best recruiting officers.

It seems, moreover, to be true that up to the moment of our going into the war, America, with all that it has given for relief work in Europe, had not shown any spirit of friendliness to those within its own gates who were the loneliest of the war's victims. At the offices of the consuls I visited there was no word of complaint at our aloofness, only a feeling that it might be different now we were "in."

What has been happening to these families? Each consulate accepted the responsibility for the care of the dependents of its own soldiers, and for each nationality there has been some private society supplementing the government allowance.

The first table on page 303 gives the government allowances for the three nationalities. These are the regular amounts allowed to the families in the home country, and the varia-

EN BELGIQUE LES BELGES ONT FAIM



THESE two posters and the one on the cover are from the collection of Dr. Herman T. Radin, New York city. That on the left, by Steinlen, is from a poster by the French-Belgian Alliance in Paris, announcing a sale of work by Belgian artists to buy food for Belgium. The one on the right, by Abel Pann, advertises a concert arranged for the benefit of wounded members and the widows of fallen members of the French Jewish Legion.

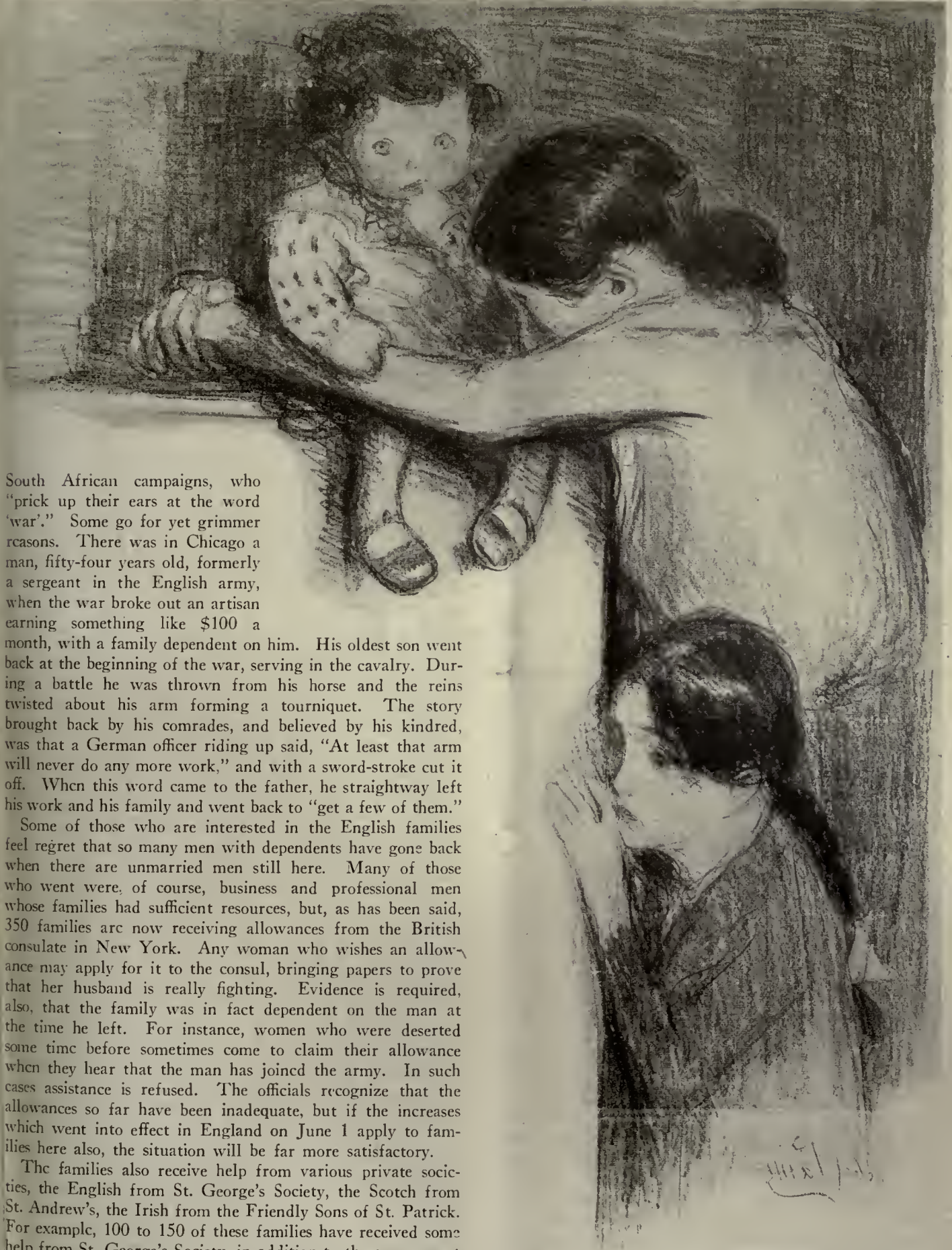
tions indicate not so much differences in policy as differences in the cost of living in the respective countries.

The most inadequate allowance, from the standpoint of American household expense, is the Italian, which is obviously based on the extremely small expenditure necessary to maintain an Italian peasant family. All three of the governments have had to raise these allowances to meet the general increase in the cost of living everywhere.

In contrast to the system in Canada, the Italian soldier's pay is so small that it is impossible for him to make any large assignment of wages. Similarly, 6d a day, or \$3.60 a month, is all that an English soldier is expected to give his family. The

French soldier receives only four cents a day, just enough to meet his own needs at the front. Then, too, there are in every foreign country generously supported private associations for the care of soldiers' families; in England, for example, at least forty-seven. While there are private societies here, they are, of course, neither in number nor funds equal to those on the other side.

About 50,000 English, Scotch, Irish and Welsh men from the United States have gone back to fight—7,000 of them through the port of New York. Their reasons for going are various. With many it has been, of course, the most genuine self-sacrificing patriotism. Some have gone because they are restless and seek the great adventure. Some are veterans of the



South African campaigns, who "prick up their ears at the word 'war'." Some go for yet grimmer reasons. There was in Chicago a man, fifty-four years old, formerly a sergeant in the English army, when the war broke out an artisan earning something like \$100 a month, with a family dependent on him. His oldest son went back at the beginning of the war, serving in the cavalry. During a battle he was thrown from his horse and the reins twisted about his arm forming a tourniquet. The story brought back by his comrades, and believed by his kindred, was that a German officer riding up said, "At least that arm will never do any more work," and with a sword-stroke cut it off. When this word came to the father, he straightway left his work and his family and went back to "get a few of them."

Some of those who are interested in the English families feel regret that so many men with dependents have gone back when there are unmarried men still here. Many of those who went were, of course, business and professional men whose families had sufficient resources, but, as has been said, 350 families are now receiving allowances from the British consulate in New York. Any woman who wishes an allowance may apply for it to the consul, bringing papers to prove that her husband is really fighting. Evidence is required, also, that the family was in fact dependent on the man at the time he left. For instance, women who were deserted some time before sometimes come to claim their allowance when they hear that the man has joined the army. In such cases assistance is refused. The officials recognize that the allowances so far have been inadequate, but if the increases which went into effect in England on June 1 apply to families here also, the situation will be far more satisfactory.

The families also receive help from various private societies, the English from St. George's Society, the Scotch from St. Andrew's, the Irish from the Friendly Sons of St. Patrick. For example, 100 to 150 of these families have received some help from St. George's Society, in addition to the government allowance. Sometimes this merely tided them over the two or three months that usually elapse before they receive the government allowance; sometimes it supplemented the allow-

ance. No regular amount is given the families, but when special crises occur, they can come to the office of St. George's Society for special help, money or medical care or whatever else may seem necessary. In addition, a good many families who had relatives in England have been sent back there. A special "war fund" has been raised by St. George's Society for this purpose and about \$1,500 was given from it last year. Incidentally, it is interesting to know that this society was organized before the revolution and reorganized in 1786 for the care of English families in distress. The Canadian Club of New York is caring for the families of all Canadians here on the same basis as the Canadian Patriotic Fund.

The English consulate has already had to face the problem of the care of the returning soldier. Some of the soldiers have been held up at Ellis Island, as they return without resources, suffering from wounds and shock. One of the consulate staff then goes over and stands sponsor for them. Perhaps this, too, will be different, now we are "in." (It is strange how that one little word is the symbol of our whole new attitude toward the old world and its war, now ours.)

They have a small fund which is used to tide these men over while they help them get jobs, necessary surgical appliances, etc. This work is described very briefly at the consul's office, but one does get a sense of the understanding welcome that the men receive and the help extended in getting through the difficult process of readjustment. Much of this money is later refunded, "so you can help some other fellow through."

The French and Belgians

THE problem of the care of families of Belgian reservists is not, of course, a large one. About 180 soldiers have gone back from New York, but only forty-five families are receiving government allowances through the Belgian consulate. Moreover, all but a very few of these are fairly well-to-do families who really do not need the allowance, some of them even sending it on to the soldier at the front for his own use. The family heads are many of them business or professional men; others have been making good use of the skill which they had acquired in the old country, diamond-cutting, in New York, or raising endive on farms in Michigan.

The allowance itself is very small; one franc and twenty-five centimes per day for the wife, and fifty centimes a day for each child under sixteen. Mothers and fathers receive one franc and twenty-five centimes a day if they have one son at the front and sixty centimes a day for each additional son. These allowances are obviously inadequate for the support of a family here. In cases of need they have been supplemented by the Belgium Bureau, a society in existence before the war, which has a special fund for reservists' families. This money has come both from wealthy Belgians and from Americans, and while there has been a recent falling off in the number of such contributions, they are still able to give whatever is necessary to the individual families.

One of the finest pieces of war-relief work being done here is among the French families. Their care has been entirely in the hands of the French Benevolent Society, through whose office the government allowance has been paid.

This allowance is supplemented from the funds of the French Benevolent Society with a genuine effort to adapt these gifts to the needs of individual families. The society generally gives, however, \$3 a month and also pays for the depreciation in the value of the allowance caused by the rate of exchange, so that a woman who is to receive sixty francs

will get \$12. The allowance is sent by check each month, with a receipt and return envelope accompanying it. Visits are paid to the families at intervals by the social-service nurse of the French Benevolent Hospital. The hospital has provided also free medical care in the home, the clinic and the hospital for all who need it, especially in confinement cases.

At first, out of a desire to shelter from anxiety women who had given so much, the French Benevolent Society assured the applicants that their needs would be entirely provided for. Soon, however, the society came to realize that, in view of the anxious state of mind of the women, it would be wiser from the start to encourage them to make some effort to help themselves, instead of trying to worry along on a greatly reduced income.

Nevertheless, many of the women whose husbands went to the front had never done any work outside their homes. Many of their husbands were skilled artisans or clerks and had earned \$75 to \$100 a month. The women were crushed by the sudden disaster, overwhelmed with loneliness, so that it took tact and patience and skill to open up opportunities whereby they might contribute to their own necessities. One young woman who had just moved into a \$100-a-month apartment took humbler quarters and was sent pupils in French. Another was helped by the women of the committee to get the laundering of the finest lingerie blouses. For these she could charge a good sum. Another who had not worked outside her home for a good many years was found a position as cook and is now earning \$60 a month. Others were helped to work up little businesses, caring for the apartments of "bachelor girls" and making \$15 to \$18 a week. Some became seamstresses. Then, of course, there were the less skilled who did ordinary day's work. The women were further handicapped by their inability to speak English. One woman who had been here twenty-seven years and was a competent worker could only seek employment within walking distance of her home, because she could not, or would not, learn to say "Tenth avenue car."

Those who had little children were not, of course, expected to work regularly. If there were not too many children they did part-time work and put the children in the French day nursery and kindergarten, the French Benevolent Society paying the fee. If there were a good many children, other plans were made. A special committee provided shirts and pajamas for women to make at home, paying them fifty cents for the latter and thirty cents for the former, so that they were enabled to earn \$3 to \$5 a week. Sometimes the committee would arrange for two families to live together, one mother caring for all the children and sewing at home, the other taking a job outside the home.

Thus, with government allowances and some help from the private funds of the French Benevolent Society, the families of the French reservists have been managing. At first it was hard to persuade some of them to take up work, but little by little the enthusiasm for independence, for bearing a share of France's burden, has grown. Now there is hardly a woman who is not earning something. It has meant, however, very careful work on the part of the committee to overcome initial hesitations, to learn the real possibilities of the individual women and to organize employment opportunities. Altogether between 800 and 1,000 positions have been secured for these women. The experiences of this committee should be of value to social workers who are charged with the responsibility of caring for the families of our own soldiers. Two of the most active members of the committee had served as members of a district committee of the New York Charity

Organization Society and brought the results of that experience into this new wartime activity.

Altogether \$239,000 has been spent in government allowances and \$60,000 in private relief funds. A few families have been sent back, but only when, because of age, the number of little children, or for some other reason, it has seemed impossible for them ever to become adjusted to conditions here so that they could at least partially support themselves. For every village in France has its community kitchen, where one can get a big bowl of stew for two or three cents, and a common coal-bin, where one can buy at cost. So, in France, too, a \$3-a-week government allowance makes life possible as it does not here.

Yet in that Thirty-fourth street center in New York, also, one feels that there must be for these women a real sense of home, of personal interest and devotion, something which indeed outweighs in value the government allowance which they receive, essential as that is.

It is certainly a difficult problem with which the Italian consulate is wrestling, as one realizes after a visit there on the morning, once a month, when the pensions are paid. A very beautiful woman of noble type, with dark hair and worn face, sat beside the vice-consul's desk, telling of the death of one of her fourteen-months-old twins. The other child was in her arms. She had received an allowance of \$27 a month from the government and the Italian Red Cross for herself and her five children, but this would now be reduced probably to \$23. She was granted an extra allowance of \$10 toward the baby's funeral expenses. Another woman, rosy-cheeked, with red-gold hair, carried a little child with the same gold in its tight curls. She told us that she received \$15 a month for herself and her two children and earned \$3 to \$3.50 a week, besides "finishing" at home.

All the women stood in a big waiting-room until they were called and then, standing in line, went up to the desk to receive the monthly allowance, at one window from the government and at the next from the Italian Red Cross. One felt everywhere the happy, kindly spirit of our southern allies, and there was evident a genuine solicitude for their welfare on the part of the staff in the office. But the latter recognize quite frankly the difficulty of acting intelligently; of knowing how much to give to the individual family; of helping to solve the problem of individual families.

In addition to the 800 families of Italian reservists in New York city, there are 300 in the New York district, including Connecticut, Rhode Island and New Jersey. The Italian Red Cross only helps the families in New York city. At the present time the government allowances amount to about \$5,000 every four weeks and the Red Cross about half that. The Red Cross has spent altogether only \$12,000 or \$13,000 since the war began.

The Italian Red Cross has one investigator; the consulate none. This investigator visits all families before the Red Cross begins to help, but obviously can make no attempt to keep in touch regularly with them, except as the women come for their money. As a result, probably some families are receiving money who could get on without it; while others do not receive enough to enable them to maintain proper standards. I heard of one young Italian woman whose husband has gone back as a reservist and who lives with her widowed mother. The latter has two children, sixteen and twelve; the former three, three, two and one year of age. For a time they received \$11 a month from the consul and \$9 a month from the Red Cross for the daughter and \$5 a month for the mother. They also received \$20 from a special fund.

MONTHLY SEPARATION ALLOWANCES TO SOLDIERS' FAMILIES

	English	French	Italian
Wife alone	\$13 ¹	\$6.50	\$3.92
1 child	18	12-15	5.88
2 children	22	18 and over	7.84
3 children	24	22 and over	9.80
4 children	26	30 and over	11.76
5 children	28		13.72
6 children	30		15.68
7 children	32		17.64
8 children	34		19.60
Father or mother alone.....	36		3.92
Both			6.38

¹ Includes 6 d. a day from man's pay.

But they proved to be unreliable and lazy. The young woman, who was an expert sewer, could have earned \$8 or \$9 a week in the factory while her mother cared for the children, but this she refused to do. The man, moreover, was on the police force in Italy, not at the front. He wanted her to come over where he could care for her, but she refused to go. Consequently, while the government allowance continued, the help from the Italian Red Cross was withdrawn.

In contrast, take another family which was receiving help from the Brooklyn Bureau of Charities as well as the Italian government and the Red Cross. This woman had five children when her husband went back in July, 1915, and was expecting another. He had been here seventeen years, but was not a citizen. The consul promised to give his family \$12 a week, but after two payments he had to decrease this amount. At the end of three months they were getting only \$6 a week and in March, 1916, only \$3 a week. From that time on the wife received \$14 a month regularly from the consul and irregular help from the Italian Red Cross. The Bureau of Charities tried to arrange for the mother to have hospital care in her confinement, but she refused to accept it. There was a decided discrepancy between her income and her normal expenditures:

Coal	\$2.00	Italian Consul.....	\$3.25
Light .....	.48	Red Cross.....	3.75
Insurance .....	.80	Lodgers .....	.75
Food	8.00	Washing .....	.50
Clothes .....	.50		
Rent	2.25		
	<u>13.23</u>		<u>\$8.25</u>

The bureau, therefore, gave her an additional allowance of \$5.50 a week. The first time the visitor carried the money to the family, the aged father's eyes filled with tears and he said that they could not realize what it meant to have this regular weekly gift. This spring, however, so our points of view change, Mrs. X. is again asking to commit her children because her income is not adequate.

There is, of course, no doubt that the problems faced by the French and Italian organizations are very different. The French had a well-established private relief agency, whose secretary had been for years accumulating experience in dealing with French families in distress. Moreover, the group of agencies—hospital, day nurseries, etc.—was a center where the French families would naturally turn for assistance and to which the consul could also delegate this responsibility. Moreover, they were dealing with a group of frugal women, who had the skill to achieve economic independence, in so far as it was wise for them to do so, with some outside guidance. On the other hand, no matter how competent a committee, its members would find it very difficult to secure well-paid work for Italian women, who are largely untrained, though they probably need such guidance even more. Most

of them are apparently supplementing their allowances by doing finishing at home, of course the most poorly paid and unsatisfactory form of woman's work.

It has not so far been possible for me to study extensively the problem outside of New York city. It is probable that only in the few large cities is there any private society to supplement the government allowances, but that in the smaller communities there are usually few reservists to whom fellow countrymen probably give kindly, generous assistance. For instance, in Newark there are only twenty-six Italian families receiving government allowances. When a family is in particular distress it writes to the consulate in New York and a special additional allowance may be given. Only among the French was any attempt made to visit families outside the city from the office here. They occasionally send the social service nurse to nearby cities, especially to see that families have needed medical care.

Baltimore sent 900 Italian reservists, but they were almost all single men, and only three families in that city are receiving the government allowance. There is no private Italian society which might assume responsibility for the families if the need were greater. Three French families receive government allowances, and the French Benevolent Society is prepared to interest itself in any families of their soldiers.

The general attitude of the charitable agencies in New York, at the beginning of the war, was that if a foreign government was calling its men back to fight it must bear the expense of maintaining their families here and this attitude, which was probably a logical one, has been adhered to.

That in the main the families have managed after a fashion is shown by the small number of applications for help received by any of the general charitable agencies. So far as I could learn, practically no English or French reservists' families have applied to either the Department of Public Charities, the Charity Organization Society or the Brooklyn Bureau of Charities. A larger number of Italian families have asked additional help, but still an almost negligible one compared with the number cared for. The danger is probably rather that they struggle to live on an inadequate income. Many of them doubtless have had other sources of income, including earnings. Nevertheless, the stories of the few families visited by the charitable societies indicate that the income available has in some instances at least not been enough to maintain good standards.

There was one Italian woman with five children, the oldest seven, whose husband went back in August, 1915. She received regularly twelve dollars a month from the consul, but the Red Cross grant was uncertain from the first. She earned a little by taking lodgers and at times did some washing. The Charity Organization Society was deeply interested in the family and helped to secure medical care and special diet for the children, two of whom were suffering from scurvy and rickets. They felt, however, that the Italian government should make adequate allowances for the maintenance of the families of Italian soldiers, and would do so if the need was definitely presented to them, and were therefore unwilling to give a regular supplementary allowance. The Department of Public Charities also felt that the responsibility should rest with the Italian government and not the city of New York, and were therefore unwilling to commit the children when the woman once applied. The Italian consul agreed fully with this position, but was unable to increase the allowance beyond that authorized by the government, and the funds of the Italian Red Cross were at that time low. All he could do was to offer her transportation back to Italy

(it was before the U-boat campaign) where she could live on her government allowance; probably a wise suggestion. But the woman was unwilling to go and there the matter rested. So the woman is apparently managing on three dollars a week each from the consul and the Red Cross, supplemented by what little she can earn—two dollars to three dollars a week, according to last reports. As the man's maximum earnings were said to have been one dollar and seventy-five cents a day in the Street Cleaning Department, this does not fall so far below his earnings, but it is obvious that at present prices it is impossible to provide adequate nourishment for six people when the total income is nine dollars a week. Moreover, this family and several others seemed to need better standards of living and medical care which they might well be helped to secure during this period of crisis.

To sum up the situation as a whole, there are now in New York and vicinity some 1,500 families whose men are at the front fighting in the armies of our allies. So far, they have been left entirely to the care of the consuls and their fellow countrymen here. This probably was logical at the beginning of the war, but our own entrance into it makes it necessary to reconsider this question. Moreover, the problem will in all probability increase in magnitude since the allied governments are now at liberty to recruit men here. Already a few of these families have asked for special allowances.

One can hardly generalize as to what needs to be done because of the great difference in the service now being rendered to the various nationalities. In Canada the Patriotic Fund has assumed the same responsibility for the families of reservists as for those of its own soldiers. There is a special Franco-Belge Committee, including on its staff some fifty French and Belgian women, which is caring for the families of reservists of these two nationalities. During the first year there were 612 French reservists families and 116 Belgian reservists families. The money for the care of this group comes from the regular Patriotic Fund, but the allowances are on the whole larger because the French and Belgian soldiers do not receive enough pay to assign part of it to their families. During the first year the average monthly allowance from the Patriotic Fund for the families of Canadian and British soldiers was sixteen dollars; for families of French and Belgian soldiers twenty-six dollars and for the families of Italian soldiers, nineteen dollars.

The experience of the Canadian Patriotic Fund indicates how absolutely essential it is that allowances for these isolated women be accompanied by the most thorough and kindly personal interest and service. The American Red Cross here is, of course, assuming the same attitude in its insistence on trained service as part of our obligation to the families of soldiers. The question which may well be raised is whether we should now make any offer to our allies of cooperation in the case of these families. No such request has come from them, but an offer from the American Red Cross might be a gracious method of expressing again our sense of our joint interest in the war and of our joint concern for those who are desolated through it. We should at least be aware of the number of these families who are here and should be prepared to serve them in whatever way seems best to the representatives of our allies.

Beyond the value of this offer as a demonstration of alliedness, have we not a responsibility for this group of families who, as much as our own soldiers' families, have a claim on the best service we have to offer and who are not yet receiving it?

The San Francisco Bomb Cases

By John A. Fitch

OF THE SURVEY STAFF

“IF the thing were done that ought to be done the whole dirty low-down bunch would be taken out and strung up without ceremony.”

It was in San Francisco on June 14. I was in the office of Edward Cunha, assistant district attorney, and we were talking of the bomb cases.

“They’re a bunch of dirty anarchists,” went on Mr. Cunha, leaping from his chair and moving about the room. “They’re a bunch of dirty anarchists, every one of them, and they ought to be in jail on general principles. I’m disgusted with all this outcry over Mooney—making a hero of him, when he’s an anarchist and a murderer. If he ought to be out of jail, let him get out. The courts are open to him. But I’m not going to help. If I knew that every single witness that testified against him had perjured himself in his testimony I wouldn’t lift a finger to get him a new trial.

“And now people like Judge Griffin are going around saying he ought to have a new trial. Judge Griffin almost cried there on the bench because we searched the *Blast* office without a warrant; the *Blast* office, mind you, run by Berkman and that bunch of anarchists! Berkman is the man who shot Frick, and he told me he had no country and he’d as lief as not spit on the flag. I ought to have murdered him right there for saying that. My only regret now is that I didn’t.

“These are the people who have defended the Los Angeles dynamiters,” he went on. “And they let such people talk on the streets! If I had my way I’d get a bunch of cops and go after them and beat their heads off.”

I had called on Assistant District Attorney Cunha because he was in charge of the prosecution of Thomas J. Mooney, who was convicted last February of murder in the first degree and sentenced to death by hanging. It took a dispatch from Russia to interest the people of the United States in Mooney. The strange story came under the sea that radicals in Petrograd were rioting in front of the house of the American ambassador because they believed that Mooney had already been hung, contrary to law. Next came news of the remarkable letters written by Oxman, the chief witness against the condemned man. And then one learned that the judge who had pronounced the sentence of death upon Mooney had said that the man ought to have a new trial.

So I called on the attorney who represented the district attorney’s office in the Mooney trial and he talked to me in the manner indicated above. It’s a very strange case, and none of it can be understood without the recounting of many details. Perhaps it can’t be understood even then.

The Crime

ON JULY 22, 1916, during the preparedness parade in San Francisco, a bomb was exploded among the spectators that killed ten marchers and bystanders and injured fifty more. During the next few days the police department of San Francisco and Oakland, across the bay, were busy with clues. Many paraders and observers called at headquarters to tell what they had seen. In a few days arrests were made. After that, small interest was shown in any theories of the case unconnected with the prisoners. The chief of the Oakland police department abandoned the investigations he was making

because the San Francisco authorities, who had the case in hand, were not interested.

The San Francisco grand jury indicted five people, Warren K. Billings, Thomas J. Mooney, Rena Mooney, his wife; Edward D. Nolan and Israel Weinberg, charging them with murder. All of the defendants had been connected more or less directly with the labor movement. Billings, Mooney and Nolan had been especially active. Billings was formerly president of the local union of boot and shoe workers. He became involved in the strike against the Pacific Gas & Electric Company a few years ago. He was convicted at that time and served a term in prison for transporting dynamite. Mooney, just before the bomb explosion, had gone through with an unsuccessful organizing campaign on the cars of the United Railroads and had tried and failed to bring about a strike. In this campaign Mrs. Mooney had actively cooperated with her husband, although she is a music teacher and not connected with any union. Mooney has been very prominent in strikes and other labor troubles for a number of years. He, too, was indicted on a charge of having high explosives in his possession during the Pacific Gas & Electric strike, but was acquitted.

The Labor Union Attitude

EDWARD NOLAN is a member of the Machinists’ Union and has been identified with a number of labor conflicts on the Pacific Coast. He was one of the leaders in the metal trades strike in Los Angeles in 1910. In July, 1916, he was a delegate from the San Francisco local to the convention of the International Machinists’ Union, which met in Baltimore. Israel Weinberg is a member of the Carpenters’ Union, but had been for some time a driver of a jitney. He is a member of the executive board of the Jitney Drivers’ Union.

None of the defendants was in very good standing with the labor leaders of San Francisco. Weinberg was practically unknown, but the others, Billings and Mooney especially, had the reputation of being trouble-makers, radicals and direct actionists. Their methods were not those of the orthodox trade unionists, and there was a feeling among the latter that such methods were bringing organized labor itself into disrepute. Consequently there was little disposition at first, on the part of organized labor, to come to their aid. Local bodies here and there passed resolutions and raised funds, but the State Federation of Labor refused to take any definite action. The San Francisco Labor Council stood aloof. “This is not a labor case,” was their attitude. “Some people have been indicted on a charge of murder. They happen to be trade unionists. But their plight has nothing to do with that fact.” This in substance is what San Francisco labor men told me at Baltimore last November during the convention of the American Federation of Labor.

But now all that is changed. Prominent trade unionists of San Francisco tell you that it is a labor case, that labor men are being railroaded to the gallows in order to fasten the crime of July 22 on the labor movement. The labor council of San Francisco has denounced the prosecution and declared its belief in the innocence of the defendants. Other labor organizations are becoming aroused and there is coming to

be a nation-wide interest in labor circles in the trials going on in San Francisco. There are open charges of dishonesty and "frame-up." All this has come about after two of the five defendants have been tried and convicted.

Immediately after the bomb explosion there entered the employ of the district attorney a private detective named Martin Swanson, who had been for a long time in the employ of the Pacific Gas & Electric Company. It is said that he was given charge of the search for evidence. In a very short time the search was abruptly terminated. The five defendants were arrested, some of them by Swanson personally, and preparations for their trials were begun.

The Trials

SOON afterward Attorney Maxwell McNutt, later of counsel for the defense, met Swanson on the street. When an assistant district attorney, McNutt had known Swanson. McNutt says that Swanson asked him what he thought of the case and that he replied that there appeared to be "too much Swanson." He states that Swanson then asked, "Don't you think that if we can keep the private detectives in the background and make it appear that the regular officers of the law worked up the case we can convict Billings and then get Mooney, the man we want?"

During the agitation for a streetcar strike some towers used to carry high-power electric wires were damaged by a dynamite explosion. The defendant Weinberg swore, during the Billings trial, that Swanson had sought him out before the Preparedness Day explosion and offered him \$5,000 to testify that Mooney had dynamited the towers. Billings testified that Swanson had come to him also with the same proposition before June 22. Counsel for the defendants challenged the prosecution to put Swanson on the stand to refute the testimony. The judge on the bench asked the district attorney why he didn't call Swanson as a witness. The district attorney asked for a recess. When court again convened he announced that he would not call Swanson, and Swanson has not testified to this day.

The preparedness parade began at the Ferry building, at the foot of Market street, the main business thoroughfare of San Francisco, and proceeded up Market street. The explosion occurred a few feet from Market on Steuart street, which is one block from the Ferry.

The principal testimony against Billings and on which he was convicted and sentenced to life imprisonment was offered by John McDonald and Estelle Smith. Other witnesses, in the main, appeared only to corroborate the stories of these two. The explosion occurred at six minutes after two. McDonald swore that eight or ten minutes before two, on July 22, he saw Billings at the corner of Steuart and Market streets, where he was joined by Mooney. He testified that he saw them place a suitcase at the point where the explosion occurred. After seeing them with the suitcase, McDonald said that he walked to a café which is eighty-three feet from the corner where he had been standing, and as he arrived at the café the explosion occurred. This testimony placed Billings at the scene of the crime from eight or ten minutes before two until about one minute before the explosion, or until five minutes after two. It placed Mooney there at five minutes after two.

Estelle Smith worked in a dentist's office at 721 Market street, about three-quarters of a mile from the scene of the explosion. This is a two-story building, and the roof was a convenient place from which to view the parade. Miss Smith testified that on the day of the parade a man with a

heavy suitcase came and secured permission to go to the roof. At the trial she identified Billings as the man with the suitcase. It appears to be the theory of the prosecution that the first plan was to throw the suitcase containing explosives from the roof of this building in order that it might explode among the paraders on striking the street.

Estelle Smith swore that she went to the window to wave at Mayor Rolph as he passed in the parade. In her testimony before the grand jury Miss Smith swore that after the mayor had passed she turned from the window and saw Billings coming down the stairs from the roof. Photographs of the parade of undisputed accuracy taken at this point show, by means of street clocks, Mayor Rolph passing 721 Market street at nine minutes before two, the precise moment when McDonald swore he saw Billings at Steuart and Market, three-quarters of a mile away. Miss Smith's further testimony indicated that the man with the suitcase remained at the dental office until two o'clock. In her testimony in the Billings trial, however, Miss Smith stated that Billings was at the dental office at 1.30.

John Crowley, who was called as a witness for the prosecution, testified that he saw Billings "positive sure" at 1.55 on July 22 at the corner of Steuart and Mission streets, and that he walked away in the direction of Howard street. Mission street is one block south of Market and Howard street is the next street south.

Here, then, enters the first peculiarity about the bomb trials. Three witnesses swore positively as to the whereabouts of Billings between 1.55 and two o'clock on the day of the parade and each had him in a different place. McDonald had him at the corner of Market and Steuart, the scene of the crime. Crowley had him a block away and going in the opposite direction from Market. Estelle Smith's testimony before the grand jury indicated that he was at 721 Market street, three-quarters of a mile away. Estelle Smith's mother, Mrs. Kidwell, went before the grand jury and corroborated the testimony that Billings was at 721 Market street while Mayor Rolph was passing. The defense got possession of a letter written to her husband, who is in the penitentiary, in which Mrs. Kidwell told him that she expected to be able to arrange very soon for his pardon. She was not called as a witness in the Billings trial.

What effect this contradictory testimony had on the jury I do not know. Billings drew a chart of his movements on July 22 while he was in the custody of the police and being held incommunicado. He accounted for the whole day and, according to his statement, was not at any time, until after the explosion, near Steuart and Market streets. He produced corroborating witnesses at his trial, and the prosecuting attorneys failed in their efforts in court to trip him up or get him to alter his statement. Judge Dunne, however, who was on the bench during his trial, made the statement afterward that this testimony would not have deceived a jury of children.

The jury convicted Billings of murder and fixed his sentence at life imprisonment.

Testimony of a Clock

THE Billings conviction came in December, 1916. In January, the state proceeded to the trial of Thomas J. Mooney. After the conclusion of the Billings trial, and before the trial of Mooney began, attorneys for the defense made a very important discovery. In the Billings trial Mooney had testified that at two o'clock and for some time before, at the time when, according to McDonald, he had been placing a bomb at Steuart and Market streets, he had been with Mrs. Mooney



THE SNAPSHOT THAT SAVED A MAN FROM HANGING

Tom Mooney and his wife on the roof of a building one and one-quarter miles from the explosion. By enlarging the face of a street clock (left) 25,000 times, the hour was made clear and the defense established Mooney's presence here at the exact time the state's witness had sworn he was at the scene of the explosion.

on the roof of the Eilers building on Market street, more than a mile from the scene of the explosion, watching the parade. It became known that the district attorney had in his possession photographs—snapshots made with a Brownie camera—taken from the roof of an adjoining building. At the request of the defense the court ordered the district attorney to produce the pictures. The district attorney turned over dim and faded copies. They clearly showed Mr. and Mrs. Mooney on the roof of the Eilers building, but there was nothing to indicate the time. They were, therefore, of no use to the defense.

An Alibi from a Snapshot

AFTER Billings had been convicted, the attorneys for the defense demanded an opportunity to have new prints made from the original films. This was done in the presence of the police and the new prints showed a Market street clock in the picture, so small that it appeared to be nothing but a white spot. The pictures were then enlarged. The face of the clock was magnified 25,000 times, and it showed that the camera was snapped at 1.58, 2.01 and 2.04, respectively. It was a complete refutation of any testimony that Mooney had been at the scene of the crime between 1.58 and 2.04. It showed that any testimony placing Mooney at Steuart and Market streets at a time that would not permit him to travel

a mile and a quarter before 1.58 was false. It looked bad for McDonald's testimony.

The Mooney trial began and Estelle Smith and Crowley were dropped as witnesses. McDonald was put on the stand and swore that Billings and Mooney were at Steuart and Market streets at twenty minutes before two, instead of eight or ten minutes before, as he had sworn in the Billings trial. Mrs. Edeau, an Oakland woman, and her daughter Sadie had testified in the Billings trial that they had seen Billings in front of the dentist's office at 721 Market street. They took the stand in the Mooney trial and swore that they had also seen there at 1.30 Mr. and Mrs. Mooney and Weinberg and that all four got into Weinberg's jitney and rode east in Market street toward the place where the bomb was set off. When asked on cross-examination why she had failed in the Billings trial to mention seeing the other three defendants, Mrs. Edeau replied that it was because no one had asked her about them.

Then came the surprise of the trial. The district attorney put on the stand F. C. Oxman, an Oregon cattle man, who testified that he had arrived in San Francisco from Portland on July 22, shortly before the beginning of the parade. He went to the Terminal hotel, which is near the Ferry building, and soon afterward crossed the street to buy some fruit. As he stood at the corner of Steuart and Market streets at twenty



THE DEFENSE EXAMINING A PIECE OF METAL INTRODUCED AS A FRAGMENT OF A BOMB

At the left, holding the piece of metal, Tom Mooney. Behind him, W. Bourke Cockran of New York, Mooney's attorney. Behind the railing, left to right, Warren K. Billings, Edward D. Nolan and Israel Weinberg.



FRANK E. RIGALL



FRANK C. OXMAN



MRS. MOONEY



JUDGE FRANKLIN A. GRIFFIN

Four of the principal characters in the Mooney trial

minutes before two, he testified that he saw a Ford automobile come down Market street and turn into Steuart street and stop. In the car were five people. Four of them he identified as Mooney, Mrs. Mooney, Billings and Weinberg. The fifth was a man with a "stubby mustache" who has never been identified. Mooney, Billings and the man with the mustache got out, the last with a suitcase in his hand. They walked to the point where the explosion occurred, Billings took the suitcase and set it down. Then, after a hasty conversation accompanied by nervous consultations of watches, the man with the mustache disappeared in the crowd; Mooney and Billings got into the machine, which drove south toward Mission street. Oxman went back to his hotel and soon afterward the explosion occurred.

This testimony threw the attorneys for the defense into consternation. Oxman had not been heard of before. His testimony was clear and positive and it allowed the Mooneys time to get back to the Eilers building and on to the roof by 1.58. The cross-examination failed utterly to dislodge a single statement of Oxman's. He left the witness stand with his story intact. It had made a strong impression on everyone. A number of San Franciscans have told me that it convinced them of Mooney's guilt. The *Sunset* magazine published in its May issue a story by a reporter who had covered both the Billings and the Mooney trials. He was so impressed by the Oxman testimony that he said, "Without Oxman, had I been a juror, I might have returned a verdict of acquittal in the Mooney case; but with his testimony, under my oath, I would have been forced to convict."

The jury returned a verdict of guilty, and Mooney was sentenced to be hung.

Enter "John Regal"

So much for the testimony on which Billings and Mooney were convicted. Soon after the termination of the Mooney trial, a woman from Portland, Ore., came forward and made affidavit that she had recognized Oxman, whom she had seen in Portland, viewing the parade from a point far removed from Steuart and Market streets at the very time when, according to his testimony, he was a witness of the placing of the suitcase. The *San Francisco Chronicle* on February 15 quoted District Attorney Fickert as saying in reply to this affidavit that he had three witnesses who would corroborate Oxman. The most important of these was "John Regal," who was "prepared to take the stand and corroborate, detail by detail, the testimony of the Oregon cattle man." In the light of later events this statement is important.

Mooney was sentenced to die on May 17. His attorneys asked for a new trial and it was denied by Judge Griffin,

the trial judge. Events moved on rapidly. Preparations were made for beginning the trial of Weinberg, the third of the defendants. But suddenly, in rapid succession, came certain disclosures that raised in the minds of many people who had had no doubts before serious doubts as to the validity of the convictions and the good faith of witnesses and officials.

Conflicting Testimony

THE attorneys for the defense learned that Mrs. Edeau and her daughter, Sadie Edeau, who were important witnesses in both the Billings and the Mooney trials, had told a story to Oakland police officials quite at variance from their testimony at the trials. They swore on the witness stand that on the day of the preparedness parade they saw Billings with a suitcase on the roof of 721 Market street at about 1.30 and that a little later they saw Billings, Weinberg and Mr. and Mrs. Mooney on the sidewalk in front of the building. They swore that the party went away together, going east in Market street. Thus they corroborated the story of Estelle Smith. When information was sought from Chief Petersen, of the Oakland police department, however, it developed that Mrs. Edeau had first come to him a few days after the explosion and told of seeing two old men with a suitcase at Steuart and Market some time before the explosion. Chief Petersen says that he sent Inspector Smith across the bay to San Francisco with Mrs. Edeau to see whether she could identify the suspects who were being held at the jail. She was shown Mooney and Billings and, according to Smith, said that those men were much younger than the ones she saw.

I talked with Chief Petersen and he showed me Smith's notes, made at the time, in which he stated that Mrs. Edeau had "failed to identify" the men. At no time, Chief Petersen told me, did Mrs. Edeau mention having been at 721 Market street, so it was with some surprise that he read in the papers that she had testified at the trial that she had seen the men there. With the attorneys for the defense, Chief Petersen called on Mrs. Edeau and asked her why she had so testified when she had never mentioned 721 Market street to him and after she had failed to identify the men in the jail. He says that Mrs. Edeau replied that God was leading her, that she had known all the time "in her heart" that Mooney and Billings were the men, even though she had failed to identify them in the jail, and that she was looking into the "brown eyes" of her dead husband, who was telling her to speak the truth.

Inspector Smith's notes show further that after Mrs. Edeau and her daughter had testified, District Attorney Fickert sent for him and asked him to corroborate their testimony. Smith told him that he could not do that because Mrs. Edeau

had failed, in his presence, to identify Mooney and Billings. Smith says that Fickert told him, in that case, to keep his mouth shut, observing, "You'd make a good witness for the defense."

Then word came that there was a man in Illinois named Rigall to whom Oxman had written letters offering him inducements to come to San Francisco and corroborate his testimony. Rigall had shown these letters to his attorney, and the latter had communicated with Mooney's counsel.

On the heels of this information Estelle Smith, of 721 Market street, the witness against Billings, came forward and swore that Oxman had tried to bribe her to testify against Weinberg, offering her, she stated, "a sum in five figures."

Attorney Edwin V. McKenzie, of the Mooney counsel, went to Grayville, Ill., the home of F. E. Rigall, and when he returned he had the Oxman letters in his pocket. On April 11 the San Francisco *Bulletin* published an extra announcing the discovery of the letters under the headline, Oxman Framed to Hang Tom Mooney. The next day it published photographic reproductions of the letters, written on the stationery of the Terminal hotel of San Francisco. They were as follows:

The Famous Oxman Letters

Mr. Ed Rigall,
Grayville, Ill.

Dear Ed has ben a Long time sence I hurd from you I have a chance for you to cum to San Frisco as a Expurt Wittness in a very important case you will only hafto anscur 3 & 4 questiones and I will Post you on them you will get milegag and all that a witness can draw Proply 100 in the clearr so if you will come ans me quick in care of this Hotel and I will wange the Balance it is all ok but I need a wittness Let me no if you can come Jan 3 is the dait set for trile Pleas keep this confidential Answer hear

Yours Truly

F. C. OXMAN

Mr. F. E. Rigall
Grayville Il

Dec. 18, 1916

Dear Ed Your Telegram Recived I will wire you Transportation in Plenty of time allso Expcce money will Route you by Chicago, Omaha U.P. Ogden S. P. to San Frisco I thought you can make the Trip and see California and save a letle money as you will Be allowed to collect 10c Per mile from the state which will Be about 200 Besids I can get your Expences and you will only hafto Say you seen me on July 22 in San Frisco and that will Be Easey dun. I will try and meet you on the wa out and Tolk it over the State of California will Pay you but I will attend to the Expces The case wont come up untill Jan 3 or 4 1917 so start about 29 off this month.

you know that the silent Road is the one and say nothing to any Body the fewer People no it the Better when you ariv Registure as Evansville Ind little more mileage.

Yours truly

F. C. OXMAN

Will you want to Return by Los Angeles can Route you that way

12/25/1916

Mrs. J. D. Rigall
Grayville

Dear Mrs Rigal As I am sending Ed Transpertation to morrow 26 it might be that I can use you allso about the 10. of so I can obtain you a ticket that you can see California if you would like the Trip Adrees me care this Hotell tell F. E. to say nothing untill he see me can probly use a Extry wittness Been a long time I dont see you

Yours Truly

F. C. OXMAN

Mrs. Rigall is F. E. Rigall's mother.

The publication of these letters was like exploding a bombshell in the office of the district attorney. It took them entirely by surprise, and their actions indicated great bewilderment. The first tendency was to bluster. This would have no effect on Oxman's testimony. "I knew Rigall was the bunk from the beginning," said Cunha. But then it appeared that Rigall had come to San Francisco and had been entertained by the district attorney and his associates for ten days after they knew he was "the bunk." Rigall states that he

could not testify as to the happenings of July 22 because he was not in San Francisco on that day. Nevertheless, the prosecutors asked him to stay.

Soon District Attorney Fickert and his assistant, Cunha, gave evidence of a different mood. They entered into conferences with the attorneys for the defense and with the editor of the *Bulletin*. The latter and Attorneys Maxwell McNutt, Thomas O'Connor and Edwin V. Mackenzie state that Assistant District Attorney Cunha came to them in despair, saying that his career was wrecked and asking what he could do. They state that they told him the way out was a new trial for Mooney, that he agreed to this and that District Attorney Fickert later also agreed. It was agreed further, according to these men, that Oxman would be prosecuted in police court for subornation of perjury and that the matter would not be taken before the grand jury where the public could not look on.

All this has been publicly stated, over their signatures, by Attorneys O'Connor and McKenzie and by the editor of the *Bulletin*. Cunha and Fickert now deny that they agreed to a new trial.

At any rate, on the very evening that Fickert is said to have made these promises, he went before the grand jury and arranged to have it take up the Oxman matter. Two days later he gave out a statement to the papers attacking the editor of the *Bulletin* and intimating that he had guilty knowledge of the bomb explosion. The grand jury decided that the matter ought not to be handled by Mr. Fickert and they asked the attorney-general to appoint a special prosecutor. Accordingly Judge Robert M. Clarke, of Los Angeles, was named to represent the attorney-general's office.

In the meantime Judge Griffin, who had sentenced Mooney to death and denied him a new trial, had read the Oxman letters. He called attorneys for both sides before him and said that if he had known of the Oxman letters when the motion was made for a new trial he would "unhesitatingly" have granted it. He asked the district attorney to "confess error" and move for a new trial. This the district attorney refused to do. Whereupon Judge Griffin said that he would ask the attorney-general of the state to take that action. Judge Griffin has since written to the attorney-general, calling his attention to the Oxman letters and urging him to take action looking to a new trial.

The next move in the drama was the arrest of Oxman. He had returned to San Francisco voluntarily on getting word of the publication of the letters and was arrested on a charge of subornation of perjury sworn to by Edwin V. McKenzie, of counsel for the defense. The defense was bound that Oxman should have an open police-court hearing, the district attorney seemed equally anxious to have the case handled by the grand jury.

Oxman's Postscript

THE first act of the district attorney's office was to get a lawyer for Oxman. They secured Samuel Shortridge, one of the leading attorneys of San Francisco and incidentally the attorney of John D. Spreckels, Jr., who was foreman of the grand jury. When Oxman appeared before the grand jury, he explained that he had added a postscript to the first letter to Rigall, saying that if Rigall had not been in San Francisco on July 22 he need not come as a witness. This had been written on a separate sheet and had not been published with the rest of the letter. A juror pointed out that there was space enough below Oxman's signature for such a postscript to be written on the same sheet. To this Oxman

replied that his reason for taking another sheet was that he did not know how long the postscript would be. It was only after he had written it that he found that it could have been put on the last sheet of his letter after all.

On the basis of this explanation the grand jury refused to indict Oxman and adopted resolutions commending District Attorney Fickert for the "able and fearless" manner in which he had been conducting the trials.

Judge Robert M. Clarke, the special investigator appointed by the attorney-general to present the Oxman matter before the grand jury, told the *Bulletin* next day that, in his opinion, there was ample evidence to warrant an indictment.

While the grand jury was in session a preliminary hearing was begun in police court of the charge of subornation of perjury. Attorney Shortbridge, for Oxman, attempted to stay proceedings by applying for a writ of habeas corpus, first in the District Court of Appeals. Failing there, he went to the Supreme Court of the state. The Supreme Court, after a hearing, decided that the proceedings in the police court were legal and valid, and remanded Oxman to the custody of that court. In deciding the case, Chief Justice Angellotti, of the Supreme Court, said: "I have read the record of the Oxman case and it seemed to me that Rigall's testimony was overwhelmingly sufficient to establish the crime charged against Oxman as far as the magistrate's authority to hold him to answer was concerned."

In the hearing before the Supreme Court, Assistant District Attorney A. R. Cotton refused to make an argument and told the court that he was in agreement with Oxman's attorney. It remained for Maxwell McNutt, attorney for Mooney, who was present as a "friend of the court," to make the argument which was accepted by the court as the correct line of reasoning.

With the case thus sent back to the lower court, Police Judge Brady held Oxman for trial in the Superior Court.

It is evident in all these proceedings that the district attorney's office has shown anything but eagerness to have Oxman brought to trial on the charge of subornation of perjury. Every move against him has been made with reluctance and every effort has been made to explain away his letters.

On April 24, District Attorney Fickert gave out a long statement to the papers. He called attention to the horrible nature of the crime, reviewed briefly the efforts to find the guilty men and bitterly arraigned the defendants, whom he called "anarchists and murderers," and the editor of the *Bulletin*, whom he charged with desiring the acquittal of "red-handed murderers, the blood of whose innocent victims calls aloud, not for vengeance, but for the just retribution of the law." He concluded with an appeal to the people of San Francisco to aid in upholding justice and seeing that "San Francisco is not made the home and refuge of anarchism."

"Law and Order"

IN response to this appeal there appeared on Saturday, April 28, in every San Francisco paper except the *Bulletin*, an advertisement covering nearly a full page. It reminded the public of the bomb explosion nine months before. With the district attorney's office at work on the case, the public had turned to other matters, notably to patriotic service. While the public mind had been thus diverted "those very forces that made the bomb outrage of Preparedness Day possible have been taking full and measured and unscrupulous advantage of you to spread again their doctrine of anarchy, their intimidation of courts and of elected officials."

The advertisement contained a pledge of aid to the district attorney in order to avoid a "miscarriage of justice." It was signed "Law and Order Committee, Chamber of Commerce, by Frederick J. Koster, Chairman."

The Chamber of Commerce advertisement appeared under the caption "Law and Order." On the following Monday, April 30, another advertisement appeared, also under the caption "Law and Order." The advertisement reviewed the matter of the Oxman letters and "not as defendants but as accusers" demanded an investigation to determine whether or not perjury had been committed. This advertisement was signed by a "committee of citizens" of some twenty-five people, a majority of whom are representatives of organized labor.

After all this more or less bewildering account, it may be well in the interest of clarity to restate the situation. Billings has been sentenced to life imprisonment. Mooney has been sentenced to be hung. Both sentences are automatically stayed by appeals pending before higher courts for new trials. These appeals were made before the Oxman disclosures and the letters do not figure in them. Oxman must be tried for subornation of perjury. Meanwhile, the trial of Mrs. Mooney is in progress.

Is Mooney Guilty?

I HAVE tried to set forth the most essential out of a maze of facts, all interesting and of greater or less significance, with respect to these trials. They justify the statement made at the beginning that it is a strange case. And what shall we say of it? Are the defendants guilty? Though two of them have been convicted, I must say in all honesty after spending more than two weeks in San Francisco, talking with attorneys for both sides, examining the records and discussing the matter with citizens, that I do not know. But I cannot avoid the conclusion that the way in which the case has been handled by the district attorney's office throws grave suspicion on the validity of the proceedings. From the very beginning of the case, when the defendants were held incommunicado for many days without opportunity to see friends or counsel, down to the time when Assistant District Attorney Cunha told me that they ought to be hung without ceremony, there is continuous evidence of far greater zeal for conviction than for justice.

The district attorney has repeatedly assailed the defendants as anarchists because they were defended in the columns of an anarchist publication, the *Blast*; and he would make it appear that if they are anarchists they must be murderers. When Alexander Berkman and Emma Goldman were arrested in New York for interfering with registration, a representative of the district attorney's office in San Francisco mentioned the fact as having a bearing on the guilt or innocence of the bomb-case defendants.

What are the facts as to the testimony on which two men have been convicted of murder? The witnesses in the Billings case hopelessly contradicted each other. Three of the most important ones were dropped when the Mooney trial came on, and a fourth altered his testimony on a vital point in order to fit into the testimony of the new witness, Oxman. Yet the district attorney will tell you today, as Cunha did tell me, that Mooney could have been convicted without Oxman because the rest of the evidence was the same as that which convicted Billings—a statement which the record shows to be false.

It is conceded by every disinterested observer that Oxman was the chief and probably the deciding factor in the Mooney trial. Now Oxman is known to have written letters which

challenge his good faith so directly and so plainly that none but a stupid person or a hopeless partisan can fail to see it. Another important witness, Mrs. Edeau, is charged with perjury.

Yet the district attorney opposes a new trial for Mooney. Weeks after Rigall, who came to San Francisco at Oxman's request, had gone home to Illinois, stating that he was in Niagara Falls on July 22; weeks after the district attorney's office now say they knew him to be "the bunk," they told the newspapers that they had a witness named "Regal" who would go on the stand and corroborate Oxman detail by detail.

The facts seem to me to indicate that nothing short of reopening the whole matter will suffice to convince the public that justice has been done. It seems clear that Mooney ought to have a new trial. There is sufficient doubt about the Billings case to lead many San Francisco people to feel that he, too, should be tried a second time. The district attorney should have every opportunity to prove that he is innocent of the charge of framing evidence. If the defendants in the bomb cases are guilty they should be punished, but it would be a crime worse than that of July 22, 1916, to send men to the gallows on evidence secured in a manner to cast doubt on its validity.

This is a program to which every believer in law and

order can give his most loyal adherence. San Francisco people cannot, and, I think, will not, ask for less. It is more than a question of the guilt or innocence of Mooney and Billings and the others. The district attorney and the courts are on trial, no less than the defendants.

The actions of the district attorney in this case call for investigation. He called off the inquiry as soon as he had the present defendants in custody. He turned the search for evidence over to the private detective of a determined anti-union corporation—a man whom he dares not put on the stand to answer a charge of subornation of perjury and conspiracy to railroad a man to jail. He has built up his cases against these defendants on the testimony of witnesses, some of whom have been guilty of unspeakable crimes, and others of whom have changed their testimony at will to corroborate the testimony of other witnesses. As witness after witness has failed, he has repeatedly reconstructed his case and brought in new witnesses to meet the changed conditions. He has refused to listen to witnesses who had evidence favorable to the defense, and when he received information that one of his chief witnesses had lied, he enjoined secrecy upon his informant. He defends and protects the witness Oxman, the evidence against whom no less than ten California judges have judicially examined and declared ample for trial upon a charge of subornation of perjury.

"Strong and Straight and Fine"

How the State of Iowa is Ridding Itself of Cripples by Curing Them

By Mildred E. Whitcomb

JAMES WHITCOMB RILEY'S "Little Cripple" had no hope of becoming "strong and straight and fine" until he reached that far-off place called heaven and gained the symmetry of an angel. But in Iowa, since 1915, the little lame ones, the halt and those becoming blind, have not had to pack for so long a trip, for the state gives them a free ticket to the University Hospital and health.

For eighteen months the state has provided at its own expense free treatment at the University Hospital for "all children under sixteen years who suffer from a deformity or malady from which there is reasonable probability of benefit by medical or surgical treatment and hospital care," in case the parents can not afford such treatment. Thousands of dollars have been expended under the law, and the state has recently appropriated \$150,000 for a new hospital to be devoted entirely to the treatment of children's diseases and deformities. This building will be erected at once.

Children thus receiving treatment are generally known as "Perkins children," since the law bears the name of Senator Perkins, who introduced the bill into the legislature. Almost 900 children have been received into this Perkins family, and but few have returned home not cured or materially improved. The cases have been classified as: orthopedic, 454; eye, ear, nose, throat, 220; diseases of children, 131; surgical, 37; genito-urinary, 2; medical, 18; skin, 14; gynecological, 2.

School teachers, physicians, overseers of the poor and probation officers are the usual persons who procure a hearing for the crippled child of their community. This is the normal method of procedure in Perkins cases: A local physician appointed by the court examines the child. If his condition admits of improvement and the parents consent, he is sent to the

University Hospital at Iowa City. The necessary expenses are paid by the state to the person accompanying the child to and from the hospital. Then the child is treated at state expense for as long a time as may be necessary.

An entire wing of the University Hospital is given over to these children, and six stories resound to the thump of crutches and ring with their chatter. The basement of the wing accommodates a brace shop and cast rooms. There the orthopedic surgeon and his assistants fashion the casts that correct hideous abnormalities. School is held on the seventh floor, for mental progress is contemporaneous with new physical growth under Iowa's plan. A gymnasium adjoins the schoolroom, fitted with the latest apparatus for correcting deformities and strengthening special muscles.

But it is something besides school and the propinquity to heaven that makes "seventh" the attractive place it is. The children delight in it because—"there's fairies up there, on the roof garden, y'u know, and castles and kings and bankrets, just play bankrets where y'u don't eat really, only 'tend as if y'u did." Certain it is that the spacious roof garden is the scene of much revelry for those who are not permitted to play in the park adjoining the hospital.

A convalescent home accommodates the overflow from the hospital, and twenty of the more active girls recover health there.

The greater part of the Perkins cases are orthopedic. Among these, victims of infantile paralysis, congenital deformities and tuberculosis of the bones and joints are dominant. At the head of the department of orthopedic surgery is Dr. Arthur Steindler, a skilled surgeon who has had many years experience in Austria. He is the idol of the children, who have

labelled him "Mr. Gee Viz." This slangy title was won by the big Austrian from his custom of exclaiming as he inspected splints or casts, "Gee viz, you're coming fine, so fine." He plays tricks on nature, this able surgeon. It pleases him to steal bones from strong legs, slip them into useless arms, and then sit back to smile at nature as she exerts herself to mend matters. He inserts tendons, stretches muscles, grafts skin, and at his touch dreadful malformations grow beautiful. He averages an operation a day throughout the year, and fits forty casts as a usual week's work.

Of the 454 orthopedic cases treated since the law became operative, more than 80 per cent have been materially improved or cured. The greatest success is obtained with children who have been left crippled as a result of early attacks of infantile paralysis. Those absolutely bedfast frequently regain full use of their members in a few months. By careful attention immediately after the attack, thorough massage and manipulation of the limbs, many of the deformities which usually follow that attack, such as those of the ankles and knees, are prevented. In this way the number of cases in which operations are necessary is reduced.

Not one operation is performed but many, in the straightening of deformed limbs. Muscles and tendons are transplanted, the healthy substituted for the paralyzed. Parents from the ninety-nine counties in the state have become mute with wonder as they caught sight of their children, a few months before unable to take a step, running about without crutches. The newspapers find human interest stories in the dramatic scenes which follow the return of Perkins children, and former playmates are compelled to seek out new nicknames, now more pertinent than "Crip."

Nor do they in this work perform miracles merely on crooked arms, legs and backs. Dreadful facial deformities, such as hare lip and cleft palate, are made imperceptible by early treatment. Within a few months, cases marked by a complete absence of the upper lip and such a wide cleft in the palate that there is really no roof to the mouth, have been closed up so no trace of defect remains. Such cases, which are under the direction of Dr. L. W. Dean of the medical college, usually require two or three separate operations and are accomplished by a gradual restoration of the parts. Scores of babies have been treated for such malformations.

Sight has been restored to blind children and infectious diseases threatening total blindness have been controlled. The state has thus brought beauty into many lives and will itself profit in return for its services. Viewed from a mer-

cenary standpoint, the state's generosity has saved many thousands of dollars of the cost of educating blind children.

Closure of the œsophagus from the drinking of lye or some acid is not by any means a rare occurrence, but the recovery of such children is considered extraordinary. Several cases have been taken into this hospital after it had become impossible for the victim to swallow even water. Nutrition is kept up and water hunger appeased through feeding the patient by means of a tube inserted through an opening made in the stomach. Then, by a series of operations, perhaps twenty, which involve the gradual dilatation of the parts, the passage is healed until food passes down its natural course.

While they are in the hospital, the crippled children do not grow dull from inaction. School days for them are not so humdrum as many of their more robust brothers and sisters find them. The individualized method of instruction is employed, and its success is phenomenal. The school opened last November with forty students, ranging from kindergarten to high school grades. Mental tests, given by educational authorities in the university at this time, were repeated during the Christmas holidays, and the examiners were astonished to discover a full year's progress within that brief interval. Such advancement gives evidence both of efficient methods of instruction and of exceptional mental ability among the children.

Two instructors, trained in special teaching methods for handicapped children, with the voluntary assistance of fourteen university women devoting one hour each day to the work, form the teaching corps of this exceedingly informal school. A set program with classes at regular times is the rule, but for the ambitious opportunity is granted for as rapid progress as they can make. This has been found to create competition and stimulate industry.

Women's clubs, lodges and students help furnish amusement to the little cripples. Each holiday brings suitable gifts for each of them. Presents, trips to picture shows and even occasional automobile rides help to drive away homesickness and banish pain. They themselves invent many games to brighten dull days. They have at different times held city elections, published a newspaper, and become proficient in the art of kodaking.

So when the long-looked-for day comes when they are allowed to go home, they have to take with them the memory of many pleasant days, a knowledge gained through books and helpful suggestions, and a body transformed from pain and ugly deformity into strength and beauty.

And their farewell is, "Good-bye, Mr. Gee Viz. I'll write you a letter some day."



SCHOOLROOM IN A SUN PARLOR



A CORNER OF THE GYMNASIUM

THE WAR AND THE COMMON WELFARE

THE first task is to win the war. The second is to preserve what is good in the nation. Food, money, munitions and man-power must be conserved and controlled, in order that the nation may have them unstintedly at its disposal at the hour and the spot dictated by military considerations. Agriculture, mining, transportation, industry, commerce, finance are for the time being to be carried on strictly in subordination to the national purpose in entering the war. In this diversion of national energy from the ordinary routine of peace, universities, churches and philanthropic institutions are no more exempt than factories, railways, mines and farms. "It is not an army that we must shape and train for war; it is a nation." Social agencies are an integral part of this nation. We can no more be neutral or noncombatant on Sunday than on week day; in our charity than in our industry or our army. If our higher nature, our deeper sentiment, were not engaged in the war, it would be wicked to send our army and navy into it. As a nation, wholeheartedly and determinedly at war, we are the more constrained to remember our second task as well as the first. We are not only to win the war, but we are to save the state.

Education, religion, civil liberty, justice, philanthropy—in a word, social organization and all that it implies—stand now in special need of zealous defenders, in need of men and women who consciously, and of those who instinctively, care for them. Teachers, preachers, judges and lawyers, reformers and social workers, whether they like to admit it or not, have a joint and several responsibility for keeping the torch of social progress alight and moving. If the metaphor must follow the changes in warfare, the torchbearers become perhaps the aeronauts above and far beyond the trenches, spying out dangers, discovering the line of least resistance, fighting sometimes in single combat. The conservation of social work, using this comprehensive term for all the individual and collective effort consciously put forth to protect and to promote the common welfare, is a part of both tasks: useful as a means of winning the war, essential as a means of preserving the nation and making it continually better worth saving.

Social work is endangered in the war in various ways. Financially it must take second place to war taxes, to such immense bond issues as the liberty loan, and to the demands of war philanthropy. Administratively it is threatened by the withdrawal of workers for military duty and for emergency civilian work of various kinds. More serious than either is the certainty that the war will eventually impose new burdens, increasing the number of dependents to be cared for and interfering with the natural course of well-devised schemes for social improvement. There is no reason for undue alarm, much less for pessimism, in these considerations. There is reason only for forethought, for diligence, and for a sense of proportion. Financial hardships may have only the effect of spurring the institutions to greater efforts. In some instances the war may force desirable combinations resulting in economy and efficiency. Some dubious agencies may be constrained to give up the losing fight for existence. Unfortunately there is no guarantee that the hardships will fall most heavily upon the least useful agencies. Some of the plans which will have to be given up are likely to be among the best. Some of those that appeal most strongly to the war psychology may be, from the standpoint of genuine human welfare, among the worst.

SOCIAL FORCES

EXEMPTION OF CONTRIBUTIONS

THE Hollis amendment to the war revenue bill, authorizing the deduction of gifts to educational and charitable corporations from gross income along with certain other deductions, such as taxes and bad debts, does not create a new form of special privilege or a new subsidy. It does not enable a wealthy man to secure a lower income tax rate, nor does it violate any established principle of taxation. There is no presumption that any lessening of revenues attributable to this amendment would increase the burdens of those who have small incomes. The difference may quite as well be made up by increasing the tax on war profits.

What the Hollis amendment does is to save the revenue bill from penalizing gifts to colleges, churches and charitable agencies. By means of this exemption contributions to recognized religious, charitable and educational institutions are put on the same basis as the loss of money in business, or the payment of money in taxes. Since the taxpayer, or the bad investor, or the donor does not have the use of the money, he is not asked to pay the income tax on it. In the first case it is taken from him by the state; in the second, he loses it involuntarily; in the third, he parts with it voluntarily for a public or social purpose. In no one of the three does he in fact have the money from which to deduct the amount of the income tax. If required to pay it in the third case, as he is not in the other two, he must take it from some other source. Every gift to philanthropy, in other words, costs the donor not only the amount of his gift but a substantial sum in addition.

Of course the added expense can be deducted, if the donor chooses, from the amount which he had intended to give; but in that case it ceases to be an income tax and is instead a tax on the philanthropic institutions. The time may come when the government will have to choose between national defense, on the one hand, and the continuance of educational and philanthropic institutions. We may have to turn our schools and hospitals and playgrounds into battleships and ammunition. That time has not yet come even in France. To begin the war tax with burdens on universities, settlements and other voluntary social agencies is analogous to the wonderful scheme for making industries more efficient by removing the legislative protection of women and children and thereby reducing the productive power of labor.

THE NATION'S MANDATE TO THE RED CROSS

THE American Red Cross has received its mandate from the nation. The oversubscription of the liberty loan by 50 per cent is all but matched by the oversubscription of 20 per cent to the Red Cross fund. The percentage of excess is less, but in the case of the Red Cross the excess is accepted and the fund thus becomes one of something like a hundred and twenty million dollars. This is more than the entire principal of the Rockefeller Foundation, which so greatly agitated the United States Commission on Industrial Relations a year or two ago; more than has ever been raised at any one time for a philanthropic purpose; more than the en-

in WAR TIME

By Edward T. Devine

dowment of any university; nearly one-third as much as the combined productive funds of all the five or six hundred higher institutions of learning in the United States. Moreover, this fund is not to be an endowment, but is to be regarded as disposable income for quick expenditure.

The week's campaign was marked by many novel and some questionable features. Among the latter was the disappearance for the time being of clearly recognizable distinctions in the newspapers as to what is news, what is editorial opinion, and what is simply free advertising. Perhaps no great harm is done in this instance, as news and editorials were undisguised free advertising quite as much as the great displays given by the newspapers or by advertisers who paid for the space. The teams for personal canvass and the whirlwind campaigners deserve much credit. The lead and the direction came from Wall street and from cooperating financial groups throughout the country. The chief feature, however, of the campaign was the response, sympathetic in quality, magnificent in volume. There were small contributions, but the real opportunity for the giving of small sums will come later. At the outset big subscriptions were necessary, and they were forthcoming.

The Red Cross, having gathered much experience in its character as a neutral international relief agency, now puts on its shining armor as the relief arm of a belligerent nation. The time for boasting will come when that armor is to be put off. Now is the time for consecration, for vision, for searching of heart, for the making of a program, for wise counsels, for securing public confidence, for establishing co-operation, for courage in policy, for caution in the choice of means.

The Committee on Cooperation appointed by the Red Cross War Council receives at the start rather a rough but perhaps wholesome intimation that cooperation is a reciprocal matter. It seems that there are some sixty war-relief organizations whose officials, valuing their autonomy with the ardor of small nations, see no safety except in the principle of collective bargaining. They have, therefore, formed a federation, or at least an entente alliance, and agree not to make a separate arrangement with the Red Cross, but to confer with the latter through a joint committee of seven. That the relief organizations which have been active in support of the allies while we remained neutral should have some recognized standing in the new plans for giving similar support on a larger scale is obvious, and the very appointment by the Red Cross of a committee on cooperation may justly be interpreted as evidence that such a relation is desired. The problems of reconciling the natural and legitimate desire for the continuance of work already undertaken with the advantages of a unified and cooperative national system should not be beyond the powers of Judge Lovett and his associates in the Red Cross if they are met half way, as they doubtless will be, by the patriotic and energetic leaders of the other agencies.

The Red Cross is an international organization. Its emblem, always accompanied by the national flag, gives protection under the Geneva convention to "matériel" and "personnel" charged exclusively with the care of the sick and wounded. This does not mean that the American Red Cross is indiffer-

ent as between its own armies and those of the enemy. It means that in the relief of individual suffering the Red Cross is no respecter of uniforms. On the battle-field its motto is *Tros Tyriusque mihi nullo discrimine agetur*. In every land the Red Cross has this international character; but it has also everywhere an ardent national character which is not in the least inconsistent with its obligations under the Geneva convention. It is engaged in very extensive relief operations. It establishes hospitals and equips hospital ships. It mitigates the conditions of prisoners, and it cares for the widow and orphan. It succors those wounded in battle, but also those who suffer from chronic disease. It may rebuild homes, reestablish workers in industry, protect the public health, and do anything else within its resources to make the world safe for humanity.

In these tasks the American Red Cross is entitled to the services of every section of the nation. As no one may hold back unless there happens to be some other channel through which he can work to better advantage, so no one can properly be rejected except on the ground that for the particular task someone else is better qualified. To refuse the services of competent doctors, nurses or social workers because of German names or ancestry, or to refuse the services of Catholic sisters because of their garb, would be alike indefensible. Mr. Wadsworth promptly denounced the rumor that the latter discrimination was to be permitted in a letter to Cardinal Gibbons. If England or France is unwilling to permit American Red Cross agents of German birth or ancestry to aid English or French soldiers, such feelings must no doubt be respected, but it would be appropriate to put very plainly to our allies the seriousness of any such discrimination against persons whose loyalty and devotion to the nation are beyond question. Not knowing our conditions, they are through ignorance making a colossal blunder about a trivial matter.

Some sentences from a newspaper statement by the chairman of the Red Cross War Council have been interpreted in the journal formerly called the *Fatherland* to mean that the Red Cross is to be utilized as a war measure in a sense contrary to the Geneva convention. Mr. Davison certainly had no such intention. To supply doctors and nurses to our own and the allied armies is the first obligation. Could the American Red Cross be expected to send doctors, nurses, ambulances, medicines and money into Germany to become a part of the military resources of the armies against which our armies are engaged? If not, what basis is there for peevish criticism because of insistence on the national character of the Red Cross and its alignment on the side of world democracy? The Red Cross should, of course, guard its phrases to prevent misconstruction; but eventually its policy will be disclosed in action. It will be neutral where neutrality is legitimate and reasonable, and it will be national and patriotic where this is reasonable and legitimate. Thus it will command respect abroad and affection from Americans of every party and section. Already the Red Cross is the best known of all humanitarian agencies. It is not to be doubted that it will be as well beloved as it is known.

GENERAL ORDERS NO. 100

April 24, 1863

THE social worker who begins young and lives fairly long, who keeps his mind open to the exigencies of his work, seeking the knowledge it demands, to whatever field it leads him, can hardly escape acquiring a liberal education. We have long since realized that thorough courses in medicine,

plumbing, law, politics, psychology, cooking, biology, would be advantageous to one who tries to do social work, and the list of subjects recognized as desirable is growing fast.

International law has not heretofore been suspected of belonging among the necessities of our professional equipment. Social work in America has been indigenous in character, except for two or three exotic institutions, like the almshouse and the jail, which have given us a good deal of trouble. Voices have been raised, to be sure, in recent years in praise of legislative and administrative methods for handling social problems in European countries and in advocacy of their adoption by us ready-made. But there have been other voices to counsel against the assumption that a method which has been successful somewhere else will necessarily be successful when applied to American conditions and subjected to the American temper; and most of us, like most people in most other countries, have been cheerfully unconscious of what our foreign contemporaries do about their social problems.

The war, however, as has frequently been observed in other connections, has changed all that. We have been learning more about the social institutions of Europe, as we have been learning more about its geography and politics. The exigent social problems created by the war, moreover, are forcing the development of social work of an international character, beyond anything ever foreshadowed in the past, which rests—which must rest, to be useful—on elementary principles of universal human applicability, not on the traditions and tastes of any one nation. These international problems of social welfare (the treatment of prisoners, the treatment of the population of conquered territory and of non-combatants in the theater of military operations) lead us sooner or later to international law—"that law," in the words of Grotius, "which obtains between peoples and their rulers, springing from nature itself or instituted by laws divine or by custom and silent agreement."

There is one document of international law which should be peculiarly interesting to all Americans in these days when our first troops are landing in France.

The basis for the modern rules for warfare on land—the rules which were observed, that is, in modern wars between civilized nations up to 1914—is to be found in a document of our Civil War known as General Orders No. 100, Instructions for the Government of Armies of the United States in the Field. It was prepared by Francis Lieber, revised by a board of officers, approved by President Lincoln, and then issued by the secretary of war, on April 24, 1863, as a manual to guide the military operations of the United States forces.

It is a document in which we may well take pride, both for the power of intellect it displays and for its loftiness of tone. It is not a mere list of directions as to the proper action under given circumstances. Explanations and reasons for the orders are given, marvelously compact and cogent, making it a veritable philosophy of war, and one "without rancor."

Its author was a "German-American," Francis Lieber, who was at the time professor of constitutional history and public law in Columbia College. Born in Berlin in 1800, he fought against Napoleon under Blücher at the ripe age of fifteen, and soon after was arrested for the political sentiments expressed in certain songs of liberty and was forbidden to study in the Prussian universities. He continued his education at Jena, Halle and Dresden; took part—inevitably—in the Greek war of independence; came to the United States in 1827; edited the *Encyclopedia Americana* in Boston for five years; then went to the University of South Carolina as professor of history and political economy, and thence to Co-

lumbia, which was the seat of his teaching until his death in 1872 and which commemorates his name in the Lieber professorship of history and political philosophy.

The "instructions" consist of 157 short sections, which will repay a careful reading in full. We quote a few paragraphs, from the text as it is given in Wilson and Tucker's *International Law*, in justification of our assertions:

11. The law of war does not only disclaim all cruelty and bad faith concerning engagements concluded with the enemy during the war, but also the breaking of stipulations solemnly contracted by the belligerents in time of peace, and avowedly intended to remain in force in case of war between the contracting powers.

It disclaims all extortions and other transactions for individual gain; all acts of private revenge, or connivance at such acts.

Offenses to the contrary shall be severely punished, and especially so if committed by officers.

15. Military necessity admits of all direct destruction of life or limb of armed enemies, and of other persons whose destruction is incidentally unavoidable in the armed contests of the war; it allows of the capturing of every armed enemy, and every enemy of importance to the hostile government, or of peculiar danger to the captor; it allows of all destruction of property, and obstruction of the ways and channels of traffic, travel, or communication, and of all withholding of sustenance or means of life from the enemy; of the appropriation of whatever an enemy's country affords necessary for the subsistence and safety of the army, and of such deception as does not involve the breaking of good faith, either positively pledged, regarding agreements entered into during the war, or supposed by the modern law of war to exist. Men who take up arms against one another in public war do not cease on this account to be moral beings, responsible to one another and to God.

16. Military necessity does not admit of cruelty—that is, the infliction of suffering for the sake of suffering or for revenge, nor of maiming or wounding except in fight, nor of torture to extort confessions. It does not admit of the use of poison in any way, nor of the wanton devastation of a district. It admits of deception, but disclaims acts of perfidy; and, in general, military necessity does not include any act of hostility which makes the return to peace unnecessarily difficult.

19. Commanders, whenever admissible, inform the enemy of their intention to bombard a place, so that the noncombatants, and especially the women and children, may be removed before the bombardment commences. But it is no infraction of the common law of war to omit thus to inform the enemy. Surprise may be a necessity.

29. Modern times are distinguished from earlier ages by the existence, at one and the same time, of many nations and great governments related to one another in close intercourse.

Peace is their normal condition; war is the exception. The ultimate object of all modern war is a renewed state of peace.

The more vigorously wars are pursued, the better it is for humanity. Sharp wars are brief.

35. Classical works of art, libraries, scientific collections, or precious instruments, such as astronomical telescopes, as well as hospitals, must be secured against all avoidable injury, even when they are contained in fortified places whilst besieged or bombarded.

44. All wanton violence committed against persons in the invaded country, all destruction of property not commanded by the authorized officer, all robbery, all pillage or sacking, even after taking a place by main force, all rape, wounding, maiming, or killing of such inhabitants, are prohibited under the penalty of death, or such other severe punishment as may seem adequate for the gravity of the offense.

70. The use of poison in any manner, be it to poison wells, or food, or arms, is wholly excluded from modern warfare. He that uses it puts himself out of the pale of the law and usages of war.

75. Prisoners of war are subject to confinement such as may be deemed necessary on account of safety, but they are to be subjected to no other intentional suffering or indignity. The confinement and mode of treating a prisoner may be varied during his captivity according to the demands of safety.

118. The besieging belligerent has sometimes requested the besieged to designate the buildings containing collections of works of art, scientific museums, astronomical observatories, or previous libraries, so that their destruction may be avoided as much as possible.

SOCIAL ORGANIZATION FOR WAR NEEDS

CONSCIOUSNESS of social problems, intelligent interest in them, and a genuine desire to do something about them, have never been so conspicuous as they are now. Enthusiasm for social service is epidemic. Everyone wants to "do something." Those who are already "doing something" want to do something more, or something different. Those who have never "done anything" want to begin at once. Estab-

lished agencies are developing new functions and evolving new organs. A luxuriant crop of new agencies is springing up. We scurry back and forth to the national capital; we stock offices with typewriters and new letterheads; we telephone feverishly, regardless of expense, and resort to all the devices of efficient "publicity work;" we change places—as in the old game of Going to Jerusalem—C moving into the chair of B, who has been called upon to succeed A, who has "gone to Washington," while C's old place is taken by a promising college graduate—at any rate until he is drafted or until she hears of something even more "worth while."

In a time like this most of us are not very critical, not very particular about what we do or what others do. The excitement goes to our heads. We accept the seething ferment unquestioningly as evidence of tremendously vital forces, and we burn to add our own energies to these forces. It is all very exhilarating, stimulating, intoxicating. Activity and enthusiasm are the qualities of the moment.

In the midst of this fermentation, this tropical flowering—if that is a more pleasing figure—of energy and devotion, there may be some cool and controlled spectators who question the value of it. The cynic may be tempted to liken his fellowmen at the present moment—if the cynic would stoop to use so homely a simile—to chickens with their heads off. But if he does he will be ready to apologize as soon as he has seen beneath the surface to the motives responsible for the motions at which he mocks. Our jerky, uncoordinated, apparently unreasonable gestures are not reflex actions due to the severance of connection with the controlling nerve center. They are the direct result of such respectable emotions as sympathy and patriotism and a desire to be of use. They are more like the bucking of an engine which is getting under way than the senseless floundering of a decapitated hen, and when the awkward actions are over we hope to find under our hands not a dead chicken but a smoothly running powerful machine.

There are, of course, no cynics among us, but there may be some who cannot help feeling a little uneasiness, and there are undoubtedly many who find themselves a little bewildered, at the increasing multiplicity of efforts and agencies.

One of our correspondents writes that she came away from Pittsburgh with the feeling "that 'conservation ideas' were lying around in various individual brains, but that there was a woful lack of coordination and no means by which we could coordinate and pull together. . . . The people want to do, but expert guidance leading this army of would-be doers is what is lacking." She refers to "Conservation Manuals," one for men and one for women, published by the German government at the beginning of the war, and ventures the flattering hope that this department may serve as a serial "conservation manual" for the social workers of America.

Another correspondent writes that he and his associates are giving some thought to organizing the social resources of the state—official and private—for war needs. He goes on:

You are familiar with the facilities of a state of the size and development of this. We are writing to ask for your suggestions as to what may be done and the most effective way of doing it. What can the state do through its officers, boards and institutions? What can the counties do through their officers, institutions and agencies? What can the cities do officially? What can the voluntary charitable and welfare agencies do? What can individuals do? What are some of the things that such social welfare agencies both public and private are going to have to consider? Can you briefly outline a plan that we can have before us and let us have it by early mail?

The German Conservation Manuals which we are asked to emulate may be as useful as our correspondent assumes they should be, but imagination cannot figure a handbook so comprehensive and sound and far-sighted that it will be

a trusty guide for well-meaning citizens. Nor would a program which undertook to organize in advance all the social resources of a state for war needs command much confidence.

We shall have to feel our way point by point, very cautiously—though that does not mean passively. One duty is clear at the very outset. Each existing institution should specialize on its own job, perfecting its administration and personnel to the *n*th degree. Hospitals should get ready to take care of the sick, wounded and disabled; employment agencies to deal with irregular employment and industrial readjustments; relief agencies with an accentuation of their ordinary problems.

In the second place, the Red Cross should represent in its membership and in its direction the whole population of the country, as nearly as that is possible, and should put itself in condition to cooperate effectively with the military authorities to the extent that voluntary cooperation is needed and to do all the enormous amount of humanitarian work which lies within its scope. This requires a tremendous increase in members, in resources and in efficiency—such as is indeed taking place before our eyes from hour to hour.

In the third place, it is a good thing to have state and county and city councils or committees of national defense, appointed by the governors and supervisors and mayors, to provide a channel for receiving and disseminating national policies emanating from Washington, and to provide also a center for the coordination of other agencies within the state, county or city. As far as possible it would be well that formal social organization for the war should be concentrated in these quasi-official bodies, and that irregular voluntary schemes of a vague and sentimental character should be discouraged. If the national defense committee as appointed by the governor or mayor is not such that it can be developed into a representative, coordinating, unifying body, then it may be desirable to create another organ by the voluntary action of responsible officials and influential persons connected with the private agencies. But there would be great advantage in having this work done by a network of coordinate state and local committees, all responsive to direction and stimulus from the Council of National Defence in Washington.

If every department of government and every voluntary agency stands at attention, so to speak, in this way; and if the country as a whole organizes through a network of quasi-official councils or committees of defense, working from Washington down to the local community; and if the Red Cross is made the efficient and trusted agent of the whole population for the functions which it has assumed, we shall be ready for whatever comes, and shall not have to multiply or diversify machinery. In other words, the effectiveness of our social organization will depend on the efficiency of federal and local government in its own field, of voluntary agencies in their own field, and of a single set of not-too-elaborate officially recognized agencies occupying the borderline between the government and the voluntary agencies and private citizens.

We may not be able to make our social organization as simple and as effective as this, but we can at least keep it in mind as an ideal and scrutinize severely every proposal that faces toward complexity and multiplication of machinery.

THE editor of this department will welcome questions from readers, and suggestions as to topics which they would like to see discussed in these pages. Information from all parts of the country about conditions due to the war, and consequent developments in social work, will also be appreciated.



Editorials

THE FOURTH'S ESTATE

THE day we celebrate is one whose meaning can be shared in, this year, by the Russian millions. Each decade has seen new bodies of people the world over, no less than on the American continent, who could respond to its message, but never such accessions as those of the present decade. Like the finger of an old-fashioned dial, the day has thus marked the slow emergence of greater and greater reaches of human life into the sunlight of liberty.

Through the Root mission to Russia, through the Bakhmeteff mission to the United States, through the new Red Cross commission and—perhaps even more than through any of these or all of them combined—through the return westward across the Pacific and by way of Siberia of exiles who, bred of the revolution and understanding its great motivation, have come also to know American democracy and labor, can we share with these new pursuers of happiness our experience in organizing life and liberty.

Only four short months ago, England was closing its old rights of asylum to such fugitives from despotism and proposing to turn them over to the secret service of the Czar. Today the English premier, while marking the revolution's cost in prolonging the war, is hailing it as the great assurance of the quality and permanence of the settlement when it comes. Such have been the mighty changes which in the midst of our own entry we have scarcely recognized.

As Professor Taylor points out, we have long looked upon independence as a social heritage and not merely as an individual possession. Comes the Russian revolution and holds it aloft, less as a heritage than again as something achievable—to be striven for no less than handed down. But again social—the strivings of the many.

Insofar as we have fallen short of the vision of the founders, have tried false leads, have stumbled into pitfalls and followed will-o'-the-wisps, we can serve the new Russia no less than where we can point to practical gains. And for these very reasons, this day will mean more to us than its immediate predecessors, if we turn our faces not to Russia as the East, but like these exiles among us, to Russia as the West—to a young nation where old night is breaking up. It is rather for us to share with them in their fresh realization of the primal meanings of our day of freedom.

A SIGN OF GROWTH

FOR the third time a social settlement head resident has been chosen president of the "National Conference." When it was the Conference of Charities and Correction, this choice did not signify that the settlements had either abandoned or in any way compromised their historic point of view. And now that it is the Conference of Social Work, it does not signify that either this change of name or choice of a man indicates any less emphasis upon charity and correction. It

means that the two groups have been impelled by the growing sense of the complications involved in all their work to emphasize the community as the all-embracing source from which problems issue and from whence solvents are to be derived. Community workers all are they. And social work is nothing more nor less than work with and for the whole community.

G. A. D.

CIVIL service standards and the merit system have come in since the Civil war, but there is every reason to expect that a grateful people will reward the surviving soldiers of this war with public office. Service in France will be considered the best probation for service in city council, legislature and Congress. We may, moreover, confidently look forward to a large and energetic organization of the veterans of the war for democracy—a G. A. D. to outnumber the G. A. R. and perhaps to outstrip it in united action in behalf of deserving members. Therefore, argues the Philadelphia Bureau of Municipal Research, let us accept the inevitable and take it into camp—let us

see to it that the ex-soldiers get their jobs via the merit route. . . . Take immediate advantage of the concentration of our young men in training camps to teach them about their city, state and nation.

"SOCIAL FORCES IN WAR TIME"

THE editor of the SURVEY counts himself and all SURVEY readers fortunate in mustering in an associate editor as an every-week contributor throughout the summer. Social Forces in Wartime is just what the name implies—a resumption of that characteristic department through which Mr. Devine has from year to year given counsel and inspiration to the fellowship of social workers; an application of that department to the practical adjustment in wartime of organized philanthropy and public service. It is in a sense a seminar—an all-summer's conference, building upon those sessions at Pittsburgh which blazed certain of the great trails of patriotic obligation and opportunity. It will be a mosaic of experience, interpretation, criticism, proposal—drawing on suggestions and reports from a wide range of work and workers; and through it all the consistent handling of difficult problems by an executive, teacher and editor who for twenty years has helped guide the forward-moving current of American social work. By vigorous and convincing leadership, by open-minded induction, and by practical demonstration, he has put us all in his debt.

While Mr. Devine will draw on staff resources and budgets of information, the department is essentially his own. He will be quite unconstrained in developing his own approach and conclusions with respect to events and experience as they are covered in the regular news service of the SURVEY; under no obligation whatever to conform to predilections of the editor. Thus, in this week's issue, he quite completely breaks with

the position of the latter on the subject of exemptions of philanthropic gifts from the provisions of the income tax.

He will be thinking for himself, and provoking just that in editors, contributors and readers; and in these formative weeks ahead we will all be the richer for the reach and incisiveness with which he articulates his constructive principles to the half-recognized needs of a war epoch.

"LET NO ONE GO HUNGRY AWAY"

PRESIDENT WILSON may have been unconscious of a notable precedent when he made it clear recently that he is against scrapping essential public and social service in the midst of war. Unmistakable in tenor, if cast in the phraseology and social customs of an earlier epoch, was this letter from George Washington, written at Cambridge, November 26, 1775, to his representative at Mt. Vernon:

Let the hospitality of the house, with respect to the poor, be kept up. Let no one go hungry away. If any of this kind of people should be there in want of corn, supply their necessities, provided it does not encourage them in idleness; and I have no objection to your giving my money in charity, to the amount of 40 or 50 pounds a year, when you think it well bestowed. What I mean by having no objection is, that it is my desire that it should be done. You are to consider that neither myself nor my wife is now in the way to do these good offices. In all other respects, I recommend it to you, and have no doubt of your observing the greatest economy and frugality as I suppose you know that I do not get a farthing for my services here, more than my expenses. It becomes necessary, therefore, for me to be saving at home.

The above is copied not only to remind yourself of my promises and requests, but others also if any mischance happens to

GEORGE WASHINGTON.

FOREIGN RELATIONS

AT the time Lord Bryce visited American cities in gathering material for his American Commonwealth, municipal affairs were largely isolated. What one city was actually doing was little known to its neighbors; municipal government was largely out of the hands of the rank and file; public interest was lethargic; and our community life had still to be stirred by those movements for democratic control which have manifested themselves in such a variety of ways—in Steffens' Shame of the Cities, in the citizens' union, voters' league and other non-partisan campaigns; in the militant agitations for public ownership and regulation of utilities; in our housing and health movements; our surveys and municipal research—efforts stretched out over a period of years which at once have brought expert and citizen into a working partnership, have made municipal policy a concern of all city dwellers, and have broken away from the old party systems and watch-cries, revolving around newer social forces and considerations.

This process in municipal life and law, spreading over a generation, affords us a clue to what may be ahead in international life and law. Only here the war, coming as a challenge to an even more complete isolation, calls for swifter self-education. It comes, however, to a lay public which has gone through a tutelage in its struggles in city and state and nation, and which has acquired habits of organization, of scrutiny of facts, and of searching out the kernel of common public interest in new situations.

Herein lay the significance of the Long Beach Conference on Foreign Relations, recently held under the New York Academy of Political Science. A who's who of speakers, published in the program, showed the wide range from which public interest may be recruited. The list is too long to set down, but these designations drawn from the first of four closely printed pages will illustrate it: the head of an immi-

grants' protective league, a settlement worker, the head of the ethical culture movement, the secretary-general of the American Institute of International Law, a statistician, a former governor, a war correspondent, the president of a transportation company, the president of a university, the librarian of the American Geographical Society, a former Associated Press correspondent in Mexico, a novelist, a former ambassador, a professor of education, the American member of the Balkan Atrocities Commission and the ambassador from Brazil.

From fifty to seventy-five newspaper editors made up the central core of the meeting, the purpose of which was to acquaint those present with the broad outlines of the issues which will be to the fore in our relations as a participant in the war and as a factor in settlement and reconstruction. The old technical formulations of international law were laid aside; new issues and new forces were uppermost. The conference was national in membership, and there was discussion of making it a permanent factor in American life—to take its place beside the professional and public conventions which have contributed so much to progress in domestic affairs.

But even more than a second annual conference of this sort, there is opportunity for a series of regional conferences which in New England, in the South, the Middle West, Southwest, Pacific Coast and elsewhere, would bring newspaper men, educators, business men, labor leaders, social workers and members of the professions together for intelligent discussion of civil foreign policy.

That there would be response to such conferences is illustrated by the success of a series of meetings held in May by the Chicago City Club on "America's part in the great world

INDEPENDENCE DAY IN INTER-DEPENDENT TIMES

By Graham Taylor

IF it ever was to be sanely doubted, it is now demonstrated that independence is a social heritage and not merely an individual possession. In the new light of the Russian revolution the old challenge with which James Otis led up to the American Declaration of Independence is as demonstrable now as it was then, that we will hang separately unless we hang together. As surely as times are made up of days and yet days merge into times, so surely such Independence Days as America and Russia have had must precede and lead up to that democratic inter-dependence which is the only basis and guarantee of personal, national and international liberty. Without such inter-dependence, "independence," only a little later if not sooner, leads straight and inevitably into more abject dependence.

So also may these very inter-dependent times unless those Independence Days prove to have established free enough spirits among men and enough free spirited men in the world to be the only units which can constitute democracy.

This seems to have been done so securely in America that democracy can not only never fail to reconstitute itself here, but can neither perish nor fail to propagate free peoples in all the earth. Independence must have its day, therefore, with all the glory and uncertainty of the dawning. But brotherly spirited inter-dependence must as surely be trusted to be the meridian of democracy—personal and political, economic and industrial, educational and religious—whatever other sunset glories may illumine its western horizon.

conflict, the historical background of her entrance into the war, and her ideals and purposes in taking up arms." These included:

The Threat of German World-Politics, Harry Pratt Judson.
American Democracy and World-Politics, Shailer Mathews.
The Passing of Splendid Isolation, Arthur P. Scott.
Patriotism and Pacifists in War Time, Jane Addams.
From Spectator to Participant, Andrew C. McLaughlin.
Democracy the Basis of a World-Order, Frederick D. Bramhall.
Civilization's Stake in the War, Paul Shorey.

If the same type of Americans who have thrown themselves into the municipal movement enter into the organized discussion and development of foreign policy, it will mean a great deal for the future. And in Lord Bryce they, of course, have a great prototype in both.

"AT HOME"

UNDER the date line "A French Seaport," this week's dispatches tell of the safe arrival of the first American troops. In due time, from "Somewhere in France" will come the first of those lists of casualties which for over two years have been scanned from week to week in the Canadian papers. Except for occasional items telling of the death of an air-man, the wounding of an ambulance driver, or losses in the Foreign Legion, most of us have not rubbed elbows with the inexorable human equation in the great war. This has not been true, however, of the immigrant communities; and the foreign-language press has carried its black-bordered columns into hundreds of American homes.

Miss Byington's article reveals the household embodiment of all this. As Americans we can appreciate the quiet way in which these national groups have shouldered the responsibility for their own compatriots without asking our help—just assuming that it was theirs to carry as part of the big war burden.

And at a time when we are sending Red Cross commissions across Atlantic and Pacific to find out ways to help, here, as at Sir Launfal's gate, is an opportunity at ours. Let us meet it.

THE LONGSHOREMEN

COL. GOETHALS lent a bit of racy color to the wooden-ship controversy when he said that birds were still nesting in the trees that were to go into the boats. Certain of the federal employment exchanges, which have been looking into the labor supply for such ship-building, carry the simile a bit further and say that ivy is growing over most of the old-time ship carpenters. Such as are left are many of them entangled in garden projects and small farms out on Long Island or back from the New England coast. The man skilled with an adz is about as rare an article as that lonely artisan on suits of armor employed by the Metropolitan Museum of Art. And when it comes to navigation—steel ships as well as wood—we shall have a juster public appreciation of the great social loss, so long pointed out by Andrew Furuseth, bound up in our belated removal (through the La Follette law) of those ancient tyrannies which, decade after decade, had been driving American labor from the sea.

There has been equal neglect of the conservation and organization of dock labor, as was brought out in Charles B. Barnes' study of *The Longshoreman*, for the Russell Sage Foundation, and later by the Municipal Unemployment Commission in New York.

Questions of port development are much to the fore just now, especially all along the eastern seaboard, where a great permanent increase in foreign trade is looked to as a certain

result of the war. There are also plans for increasing port facilities to meet war needs. In the case of New York, discussions of a greater port area under uniform administration have been reopened, and there are many plans for harbor improvements and increased terminal facilities which are more immediately realizable.

Yet it is a curious fact to notice the almost total neglect of the labor factor in all this talk and in all these projects of expansion. There was, for example, a remarkably strong supplement of the *Evening Post* on the Greater Port of New York (June 20) in which, none the less, the labor factor was not even mentioned. The shipping trade has been so accustomed in the past to a tremendous oversupply of dock labor at so cheap a rate and on so casual a basis that the question usually foremost in the minds of those who project great inland industrial extensions—how to secure a sufficiency of labor—has hardly been thought of.

Yet recent studies made in New York show that the wastefulness of human material at the waterfront is unequalled in this country and that, if trade continues good and conditions do not greatly improve, there will soon be a serious undersupply. And this in spite of the fact that until recently no other trade in the state has been so continuously and so excessively oversupplied with men willing to take a hand in it. The reason is, of course, that there never has been anything in the nature of a consistent labor policy on the part of the employers; each has tried to have hanging around his piers a more or less dependable margin of unused men who could be called in at a few minutes' notice, and none has taken the slightest notice of the demoralizing effect of this method of hiring upon the working efficiency of the men themselves.

There is nothing in all the United States so much resembling a slave market as a typical hiring of longshoremen in certain parts of the port. No wonder the saloons thrive across the way, and the longshoremen, obliged to wait around so as not to miss a chance of a few hours' work, get a reputation for being shirkers. At present many longshoremen, more particularly those in the unions which have wage agreements, at least earn enough for a fairly comfortable minimum of subsistence. But there are more who, even now when the port is exceptionally busy, have to rely partly on other jobs or allow their wives to help support the family. As soon as there is a slackening of trade from any cause, the old condition will at once return, and the unions will have the toughest fight to retain the standards they have secured.

The only way to give this calling the dignity due to its importance and to regularize incomes is to rid it of those who only come in occasionally to grab for a job, who aid in lowering general earnings and give a bad name to the trade. That can only be done by some sort of registration. The next step is a pooling of labor reserves by different employers, which can be accomplished if they give up hiring at their own piers and use a common labor market which, by a system of clearing houses, could any day supply a surplus in any one part of the port to other parts where there is a shortage. This without reducing the potential supply for any one employer, would make possible a reduction of the total number of men calling themselves longshoremen and give those who remain regular work and wages.

THE DEPORTATIONS

LITTLE doubt seems left from unofficial communications received in this country, as well as from bulletins of the Belgian government, that the deportation of civilians by the German military commanders has been resumed. It may be

true, as German propaganda maintains, that "deportations of unemployed Belgians into Germany have ceased;" it is also true that many of those deported have been returned. But the military authorities do not, apparently, consider themselves bound by any assurances given by the German civil authorities in Belgium, and large numbers of men and some women are being forcibly employed in the military zones extending for some miles behind the front. Not only residents of these regions are so employed, but thousands are brought from other parts of the country. They are employed almost exclusively upon works of direct military value to the enemy of their country, chiefly road-making and railroad construction. The pretense of finding work for the "unemployed" has been dropped, and the new deportations are, if anything, even more hostile than the earlier ones to the spirit and letter of international law.

WAR IN AN INDUSTRIAL DEMOCRACY

IT was Major Higginson, of Boston—if memory serves us—who once spoke of Colonel Shaw and other New England friends of his youth that set off for the Civil war, never to come back. He used an imagery which was rich in suggestiveness of the days of chivalry and knightly adventure.

"They tossed their lives in like a flower," he said.

Not only in its romantic quality, but in the homely, sober facts of war as we have come to know it in this twentieth century, is the phrase suggestive of another time. It was true of feudal times, when knights and their retainers set off for the wars. Whatever befell, fiefs and communal lands remained, to provide for those left behind; harvests could be gathered by the old, the young and the women-folk. It was only less true of agricultural society—and even in Civil war days, America was still largely a nation of farmers. Plantation and homestead remained and the slow-ripening course of the seasons. But it is the industrial democracies which are at war today; it is wage-earners who fill the ranks in larger and larger proportions; and if we were to recast Major Higginson's phrase, it would be not the bloom and foliage of our youth alone which must be pictured as tossed into the balance, but the tap roots of family life. When the modern breadwinner goes to war, his going cuts at the economic basis of subsistence more deeply than in the older societies. The tenement household has not within itself those reserves of capital, such as flocks or gardens or orchards, which knotted hands or young fingers can employ and so tide over the time while the man is at the front.

We are told that this is a war unlike other wars; and if we examine those factors which are set down as making it so, we shall see that each factor in its way adds to the stress upon the social and economic fabric which has been indicated. Now, as never before, nations are fighting—not through small expeditionary forces, but as nations. They are not sending merely the footloose and adventurous. They are going *en masse*. And while the present plan is for us to send at first younger men, without dependents, only those who take the optimistic short view of the war can regard that as our permanent relationship to it. While we may cling to the hope that the entry of the United States may lead to a swift release for the world from the conflict, either through decisive victory or through civil changes that will open the way for an enduring negotiated peace, we should in city and nation lay a frame-

work of social effort that will stand the strain, meet the wastage and provide the succor for a prolonged struggle.

Again, in a recent interview, Orville Wright, the inventor of the aeroplane, pointed out that the mastery of the air had transformed war from the uncertainties of a struggle in the dark, in which a military genius might mass his forces and strike at the weak point of his adversary, to the deadly certainty of the trenches, stretching half-way across a continent. Every mobilization of men and material is known in advance to the other side, leading to counter mobilization. Thus war has become a matter of attrition, a slow breaking down of contingent after contingent. Thus, with nation mustered against nation, this unspectacular wastage of life and limb, such as the world has never known, brings as never before its tragedy and loss home to every neighborhood and crossroads of the countries at war.

So it comes about, at the threshold of our entry into the conflict, that we are called upon to apply social craftsmanship to working out some scheme making good the interrupted earnings of citizen soldiers and weaving a fabric of insurance against death and injury.

A first step has been taken—in lifting the pay of the men in the ranks from \$15 to \$30 a month—from the Civil war to the Canadian level.

A second step is the devising of an adequate system of separation allowance. Here, as Miss Reid of the Canadian Patriotic Fund pointed out, the English system is the better—a system which provides a sliding scale based on the number of dependents. The provision that it should hinge on the man's assigning at least half pay to his family is a wise one, and Canadian experience goes to show that the scale should be raised as the cost of living rises. The consensus of judgment among social workers at Pittsburgh was that, like compensation benefits, this provision for dependents should come as a right, unaffected by whether a man owned his house or was a renter, or whether there were other sources of family income.

Beyond this base load—as Mr. Wadsworth aptly called it—lie all those emergencies of every-day living and household distress, which can best be met through voluntary organization, centralized under the civilian branch of the Red Cross.

There remains the question of pensions for men disabled or the families of men killed. Here, it cannot be too strongly urged, the insurance principle should be employed. The United States government has already provided a system for ships and men in the merchant marine, and Secretary McAdoo has called into conference insurance experts to discuss its adaptation to soldiers and sailors. An adequate, carefully devised public insurance scheme put into operation now would remove the uncertainty which hangs over the future for man and family and perhaps, as in compensation for industrial death and injury, stave off the possibility of a never-ending succession of flat-rate increases and special grants. At a time when private insurance companies are increasing their rates because of war risks, the government could establish a certain minimum as a soldier's right, and permit him to take out additional insurance at low rates. And it could conceivably be later adjusted so that if he survived he could continue the insurance in the years to come.

The Council of National Defense could not have put the drafting of a broad-gauge program in better hands than those of Judge Julian W. Mack.



RED CROSS WEEK

CARTOONISTS rendered yeoman service in helping raise the Red Cross hundred-million-dollar fund. The examples reproduced above are, beginning at the top and from left to right by rows: Cesare in *New York Evening Post*; Brinkerhoff, *New York Evening Mail*; Carter, *Philadelphia Press*; *Philadelphia Record*; *Philadelphia Red Cross War Finance Committee* (also the hospital zone drawing at the bottom, left); Donahy, *Cleveland Plain Dealer*; Morgan, *Philadelphia Enquirer*; Brown, *Chicago Daily News*; McCutcheon, *Chicago Tribune* (copyright); Ding, *New York Tribune*; Wced, *Philadelphia Public Ledger*.



COMMON WELFARE

JUDGE MACK TO REPORT ON ALLOWANCES

JUDGE JULIAN W. MACK has been appointed by Samuel Gompers, of the executive committee of the Committee on Labor of the Council of National Defense, as chairman of a committee to draft legislation to provide compensation to disabled soldiers and sailors, pensions for their widows and dependents, and separation allowances for their dependents.

In accordance with a new policy of the council, to appoint one man to handle each particular problem, Judge Mack will have behind him no real committee; he may secure as many advisers as he pleases, but his will be the responsibility for the program he reports. The title is Section on Compensation for Soldiers, Sailors and Their Dependents under the activities of the Committee on Welfare Work.

This program has been undertaken on the understanding, suggested by Director Gifford of the council, that nothing will be entered upon by it which is not directly concerned with the winning of the war. Judge Mack, addressing the executive committee, declared that to win the war the men must be relieved from worry as to the possible destitution of their families and the families must be free from the same worry, so that they may enthusiastically support the recruiting, conscription and taxation that will fall upon the country. Said Judge Mack:

What is it that this government ought, in justice, to do for these men? Well, in the first place, we have reached at the present stage of our conceptions of social and industrial justice, the stage of the workmen's compensation act, the stage of the mothers' pension legislation. In other words, we have reached the conception that even private industry must bear the accidents that are necessarily incident to the conduct of the business.

Of course, from the purely industrial standpoint, the government ought to do at least what private industry is compelled to do for its workmen who are injured or killed in industry. That means that there would be involved a study of current thought as developed in the workmen's compensation acts, federal and state, in order to get at

the prevailing conception of what is just, and then it should be considered that this service is in many respects different from private industrial service, in that it either is worse pay or better pay; in that it is not voluntary, but, under our present law, drafted or conscripted; and again there should be taken into consideration the wealth and the power and the ability of the government, as distinguished from the private manufacturer, to bear the burdens incident to the occupation of the soldier and sailor.

That would involve, of course, compensation for injury and compensation for death, and that compensation should go to the family. The question of just how it should be divided is another question that the workman's compensation acts suggest. In some of the states a lump sum is given; in some of the states wiser appropriations are made, in monthly and quarterly allowances to widows and orphans—to orphans until they have become self-supporting—and amounts are to be paid proportioned to the family, and not merely to the man himself and his position in the industry.

These are all questions that require very careful but very prompt consideration and study.

And, entirely apart from what may happen to the soldier in the way of injury, disease or death as incident to his occupation, comes the question of what is going to happen to his family from the mere separation, and that involves the question of separation allowance.

It would be the height of folly to start out with any such thought as that, because in our law exemption is given to the men who have people dependent upon them, we are not going to have the problem of the need of separation allowances in some form; that we are not going to have the problem of the need of the family because of the separation of the head right from the start; because we have got it already. . . .

Again, that ought to be a matter of justice and not of charity; that ought to be a matter of the government giving the proper sort of allowance, either by deduction from the pay of the soldier or by supplementing the pay of the soldier; and the problem as to just which is the wisest thing and under what circumstances any additional allowance should be made, whether as in one bill now before the assembly, it should be the general allowance to everybody, or whether it should be an allowance dependent upon the circumstances—these are problems to be considered. . . .

As a part of that problem goes the rehabilitation of the soldier, because, if he is wanted in the service of his country, it is just as much the country's duty to make a man of him again and put him on his feet, purely from the humanitarian standpoint, as it is to make provision in case he dies; but

still more important, apart from the humanitarian standpoint, from the standpoint of the country at large, to avoid a condition of beggary and destitution. It is of the utmost importance as stated here by Dr. Devine that every one of these returned partially-disabled soldiers shall be made as complete men as it is possible to make them. That entire problem of rehabilitation and re-education ought not to be solely a question of Red Cross or private philanthropy, but ought to be in the main a government problem.

Of course, all of these matters, while governmental in a strict sense, and while primarily a matter of government allowance and government pay, as a matter of justice, will necessarily be supplemented by Red Cross and philanthropic activities, because the government can really do only the financial part. There comes into play, in the consideration of the separated family, that intense personal service that only the community and the personal service of the philanthropic agencies of the local community can give. . . .

The problem that must be considered, is, to sum up, this: A determination of separation allowances and the method and amount; a determination of the grant to be made for disability of each and every kind, and for death; the determination of methods of rehabilitation.

Of course that involves the entire question of insurance. First, it is advisable that there should be a definite, fixed sum for everybody, regardless of anything and everything else. And certainly the United States government, either out of its own funds or by the payment of insurance premiums to private insurance companies, should provide for the possibility of the soldiers and sailors securing additional insurance—insurance in the strict sense of the word—inasmuch as today private companies cannot in justice to their present policyholders insure the lives of these extra hazardous risks except at what would seem to all of us a very exorbitant premium. Is it the part of the federal government to pay that additional premium, or to provide some bureau by which this extraordinary risk should be cared for as a government matter?

The real question is that if legislation of this kind, embracing all of these matters, is to be studied and studied promptly and then put through an enactment, after having been approved by the Council of National Defense, how can it best be done, and how done in such a way that the soldier, when recruited, and his family, knows that while he is going to serve his country, his country is going to serve him.

Judge Mack commented upon the announcement by Secretary of the Treas-

ury McAdoo of a conference, called by the latter, with the insurance men of the country, to discuss the insurance of the soldiers and sailors. He said that over a month ago an elaborate report on this very subject was made to the Council of National Defense at the council's direction. This evident confusion, he believed, showed the need for considering the entire problem as a whole.

Since this discussion took place, the Treasury Department and the committee have reached a basis of common understanding and will cooperate in the study of the insurance problem.

At a meeting of insurance men with Mr. McAdoo on July 2, the government was strongly urged to create a bureau to carry its own insurance.

FRIENDS OF THE GERMAN REPUBLIC

HERMANN FERNAU'S pamphlet entitled, *Gerade weil ich Deutscher bin!* (Just because I am German), a reply to the widely read book, *J'accuse*, has just seen its third edition in Zurich and has been translated and published in the United States, France, England and Holland. It was the first evidence that intelligent discussion of the origin and aims of the present war still exists in Germany and it has been followed by a number of smaller publications emanating from Switzerland and indicating the rumblings of a revolutionary storm which has its center in the heart of Germany.

One of these publications, entitled *Peace?*, and signed "A German," openly accuses the imperial government of a conspiracy to deceive the people. *Who Governs Germany at Present?* is one of its captions, and the reply is: "The Junkers, the big industrialists, the Pan-Germans, the annexationists, briefly the war party. They do not reign without opposition, but they reign. Not the moral code of Kant or the pure humanity of Goethe, but domination and expansion are the loadstars of those who govern Germany."

Referring to the peace propaganda of these circles, the author says: "Even more than Germany's enemies has the German people to fear such a peace. For, it would mean for the people the triumph of reaction, and a hopeless absolute government by the Junkers and war-makers. For decades the German people would have to lead a sad, unfree existence under the whip of the military camarilla, in a state of siege, of 'protective' imprisonment, enslaved in soul and body to the Junkers of field and factory." And the prophecy is made that in the end the "holy anger" of the masses, now directed by misrepresentation against foreign enemies, will set flame to the whole structure of German government and social organization.

A series of bulletins, entitled, *Who*

Has Lit the Torch of War? Leaves for Truth-Seekers, Published by a German, periodically continues this revolutionary propaganda. One of the numbers, under the caption: *Our Aim in War: a Free German People*, proves by extracts from *Vorwaerts* in the last days of July, 1914, that the culpability of the imperial government was at that time well understood by the leaders of democratic thought.

The echo of this revolutionary movement in this country so far has been weak and spasmodic. But there has now been formed in New York a society of the Friends of the German Republic, and similar organizations are in process of formation in other American cities. The provisional committee of the New York society are J. Koettgen, chairman and organizing secretary; Mary Ritter Beard, treasurer, and William E. Bohn, secretary. Its purpose is "the support of the elements in Germany striving for the establishment of a German republic."

In order to disarm the possible criticism that this movement is engineered by Germany's enemies, active membership has been restricted to persons of German birth or descent, while members of any nationality may become honorary members. A preliminary appeal issued through the press has brought hundreds of letters from every part of the country enthusiastically supporting the movement. As soon as arrangements can be made, a convention will be held for permanent organization.

An appeal issued by the society warns against taking too seriously the present talk of constitutional reforms in Germany. "Such discussions crop up regularly whenever the German ruling class finds itself in a tight corner. . . . Idle words which the people are not likely to believe." The republican movement is spreading, not merely or even predominantly among social democrats, but among all classes and members of a number of political parties. In this country, many of its supporters are the children of men who were driven here by the unsuccessful revolution of 1848.

One of the few remaining revolutionary veterans of that time writes: "As one who fought in 1848, it is my most fervent wish to hail before my death a German republic, and to know all Germans free from the fetters of bondage."

TO KEEP THE UNIFORM UNSPOTTED

AT a recent mass meeting of students of the University of Minnesota, 400 senior engineers unanimously adopted the following resolution:

We stand to respond to the call of the country in ready and willing service; we undertake to maintain our part of the war free from hatred, brutality or graft, true to the American purpose and ideals; aware of the temptations incident to camp life and the moral and social wreckage involved, we

covenant together, as college men, to live the clean life and to seek to establish the American uniform as a symbol and guarantee of real manhood.

Students in the schools of medicine, pharmacy and dentistry to the number of 450 adopted the resolution of the engineers and specifically pledged themselves as their contribution toward that end:

1. To enlighten men regarding the dangers of impure living and to do our share in maintaining wholesome moral conditions.

2. We register our commendation of the stand taken by the Council of National Defense that "continence is compatible with health," and placing alcoholic beverages under strict control and in creating moral zones around American troops.

3. Convinced, in view of a possible world famine, that it is immoral and absurd to waste approximately a sixth of our food cereals in the manufacture of intoxicants, we appeal to the President of the United States and to Congress to establish entire prohibition as a war measure.

FOR A CIVILIAN SANITARY RESERVE

THE Senate has passed the joint resolution number 63 establishing a reserve of the Public Health Service. It allows the appointment by the President, at a time of national emergency, of trained non-medical sanitarians—sanitary engineers, chemists, bacteriologists, etc.—who otherwise would not be available for such duty on a federal basis, and brings the entire civilian health activity into close relation with the federal government.

Reporting for the Senate Committee on Public Health, Senator Ransdell explained that the purpose of the proposed legislation was to create machinery whereby the government could check civilian epidemics that threaten to spread to the armed forces; to increase the means of procuring sickness reports; to insure federal supervision of sanitation; and to maintain and correlate civilian health institutions.

The Public Health Service is at present too small to cover the entire field, said Senator Ransdell, in showing the necessity for this legislation; state health agencies have no authority outside their own states and should therefore be enabled to work together as a part of the national health machinery for maintaining civilian health—a matter of great importance for military reasons, as well as others. By the terms of this joint resolution, an organization would be effected which would be not only elastic, since the needed number of sanitarians might be drawn immediately from health departments or from schools of public health, but also economical, since the organization would be reduced at once when the necessity for its service passed, he said. It would not interfere with military service, since it does not exempt these men from such service, but only coordinates them with the

Public Health Service while they are on a civilian status. The value of such a plan for the protection of the general public health was also indicated. By thus protecting the zones about training camps the civil population would be saved from infection from possible outbreaks of disease within the camps quite as surely as the troops from infections in civilian circles.

The proposed legislation has the approval of the Council of National Defense, the Conference of State and Provincial Health Officers and the Conference of State and Territorial Health Authorities with the Public Health Service. The resolution is now before the House.

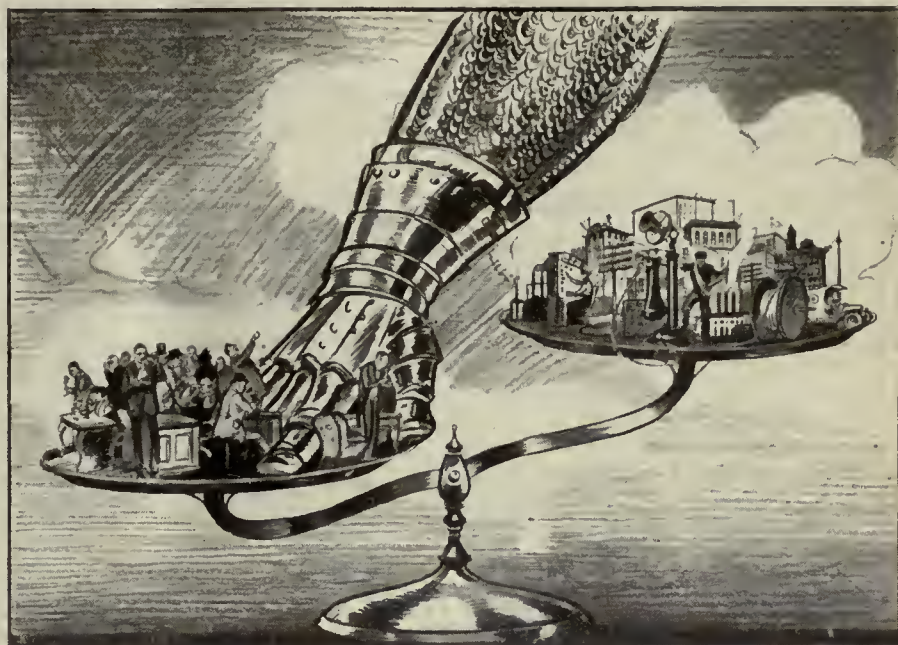
COOLIE LABOR OR HIGHER FARM WAGES

THE suggestion made by chambers of commerce and other employers' associations that oriental labor be used on farms to replace men of draft age has stirred California. John P. McLaughlin, commissioner of labor, has issued a statement placing the blame for any scarcity of farm hands squarely on the low wages paid agricultural help and the common lack of proper working, housing and living conditions on farms.

"The answer to the farm labor problem," says Mr. McLaughlin, "is simple. Pay the laborer adequate wages and give him working and living conditions fit for human beings."

The experience of the California public employment bureaus, at which over 1,000 men are applying each day, has shown that wherever a farmer offers a proper wage for labor, there is no difficulty in filling the job. The difficulty lies in the fact that most farmers are offering only the same wages as were paid fifteen and twenty years ago, whereas pay has increased constantly in factories and commercial establishments. Investigations of the bureau also bring out that over 60 per cent of farm laborers are not furnished board. Many are obliged to use the haystack or the ground for beds and to do their own cooking.

Commissioner McLaughlin points out that probably California's proportion of the draft will not exceed 18,000 men and, furthermore, that men employed in agricultural pursuits may be exempted. For the reduction in the farm labor supply due to enlistment or to shifting into other industries, a force of 40,000 boys attending high school, academies and colleges is available. Moreover, in addition to this untapped resource and to the effect of decent pay and working conditions, on agricultural labor, the commissioner believes that another and equally important way in which to insure the harvesting of crops is to eliminate the immense waste in loss



The Weight of War

The heavy hand of war has disturbed the balance between supply and demand the world over. Our problem of serving the public has all at once assumed a new and weightier aspect.

Extraordinary demands on telephone service by the Government have been made and are being met. Equipment must be provided for the great training camps, the coast-defense stations must be linked together by means of communication, and the facilities perfected to put the Government in touch with the entire country at a moment's notice.

In planning for additions to the plant of the Bell System for 1917, one hundred and thirty millions of dollars were apportioned. This is

by far the largest program ever undertaken.

But the cost of raw materials has doubled in a year. Adequate supplies of copper, lead, wire, steel and other essentials of new equipment are becoming harder to get at any price, for the demands of war must be met.

Under the pressure of business incident to war, the telephone-using public must co-operate in order that our new plans to meet the extraordinary growth in telephone stations and traffic may be made adequate.

The elimination of unnecessary telephone calls is a patriotic duty just as is the elimination of all waste at such a time. Your Government must have a "clear talk track."



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of time by farm hands roving from place to place in search of work.

Commissioner McLaughlin recommends the better mobilization of farm labor by cooperation between employer and state, federal and municipal bureaus.

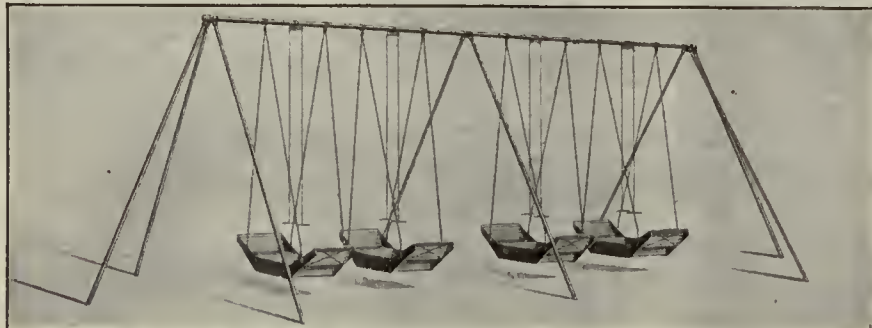
CHICAGO'S FIRST FOREST PRESERVE

CHICAGO and Cook county have been upheld in their far-sighted plans for forest preserves to constitute the circle of outer belt parks. The referendum vote for a bond issue of \$3,-

000,000 in accordance with an act of the legislature enabling Cook county to issue \$11,000,000 worth of bonds for the purpose, has been made effective by decision of the Supreme Court, upholding the validity of the act. It is expected that the forest preserve district commissioners will thus be enabled to purchase about 35,000 acres, including most of the woodland left in the county. Nearly 3,000 acres have already been bought for \$838,000 and on June 16 Forest Preserve No. 1 was formally dedicated to the people's use.

RECREATION EQUIPMENT

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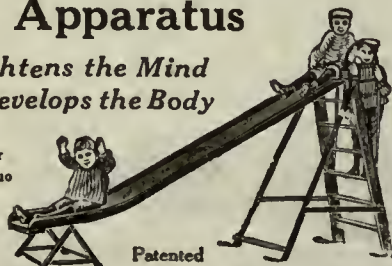
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This preserve consists of nearly one thousand heavily wooded acres at Palatine, about thirty miles northwest of the city. A lake covering thirty acres has been created by damming a stream running through the forest. The dedication was happily connected with the fifth annual country life festival of the rural public schools in the three adjoining townships. Under the direction of their county superintendent, 500 of their children took part in the march, the music, the games and the campfire drill. The graduating exercises of the rural eighth grade pupils were a feature of the occasion. Dances interpretative of the winds, waves and nymphs were given by fifty girls from the University of Chicago who had furnished the same feature at the dunes pageant described elsewhere in this issue of the SURVEY. Other tracts when opened will be connected by roads, several of which are now either being rebuilt or newly constructed.

FOOD STILL TO GO INTO BEER

"HELL will freeze over before I vote for prohibition," said one senator from a large eastern state, thus elegantly putting in one brief sentence the situation over the food-control bill, with its drastic prohibition features, voted by the House. As debate went on it became increasingly clear that the Senate was in for such a bitter fight that the whole food bill was in jeopardy.

The President sent for the leaders of both sides. Apparently the wets did not withdraw or offer even to budge an inch. The President then asked the Anti-Saloon League to withdraw, as a patriotic act to help in food conservation. The Anti-Saloon League did withdraw.

The outcome is still in doubt. Up to Sunday it appeared that whiskey had not a friend in Washington—that the use of food and feed in distilling would be absolutely prohibited, with power given to the President to seize existing stocks of liquor; that authority to prohibit beer and wine would be vested in the President who, to save the situation and expedite the bill, had expressed his willingness to take on this most trying piece of administrative work. But as the week went on the brewers, led in the Senate by Senator Henry Cabot Lodge of Massachusetts—"the scholar in politics"—made constant gains.

At the time of going to press there was much doubt over the outcome and the probability was said to be the prohibition of distilled liquor, with beer and wine in doubt—perhaps untouched; the possibility of a smashing victory by the brewers which, by undoing the House provision for seizing distilled liquors, may keep the situation as it is now.

The dry champions, whatever the outcome on the food bill, announce they will press for a separate bone-dry bill and demand a vote before Congress adjourns.

THE RED CROSS COMMISSION TO RUSSIA

HOW the American Red Cross can best help Russia will be determined after the report of a special commission of twelve men which has been dispatched in the wake of the railroad commission and of the official commission of which Elihu Root is chairman.

The Red Cross commission carries medical and surgical supplies for immediate use. Its main function, however, is to study the needs and opportunities for help in sanitation, public health, general medical problems, food supply, social service, railroad transportation and the shipment of supplies.

At the head of the commission are Dr. Frank Billings, of Chicago, one of the best-known medical general practitioners in the United States, and William B. Thompson—copper financier of New York. The other members are Raymond Robins, Chicago; Dr. J. D. McCarthy, professor of public health at the University of Pennsylvania; Dr. George C. Whipple, professor of sanitary engineering, Harvard; Prof. William S. Thayer, Johns Hopkins; Prof. C.-E. A. Winslow, Yale; Dr. Wilbur E. Post, Chicago; Harold H. Swift, of Swift and Company, Chicago; Prof. Henry C. Sherman, Columbia; Henry J. Horn, formerly vice-president of the New Haven Railroad; John W. Andrews, Thomas Thatcher and Dr. Orin Weightman.

RUSSIAN EXILES HELD IN AMERICA

THE Society of Friends of Russian Freedom in New York, acting upon the advice of George Kennan who has visited most of the Siberian penal settlements, is raising a fund for the temporary relief of political exiles in Siberia, many of them no longer able to support themselves or disabled by their long absence and life in utter destitution from finding suitable employment. A committee to inquire into their needs and to distribute contributions made for the relief or temporary support of these exiles was appointed almost immediately after the establishment of the provisional government, by Paul N. Milyukov, minister of foreign affairs. Since then, thousands of them have returned to Russia.

In curious contrast is the attitude of the United States government to Russian exiles in this country. Only those who represent some recognized organization are allowed passports. Individuals, equipped by training and experience in this country to render service to their motherland and anxious to do so, are refused.

Among those desirous to return to Russia are a number of nurses. One group is in process of formation which consists of nurses of Russian origin or parentage, most of them able to speak

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Russian, who have had experience in tuberculosis work and in home visiting and desire to organize work on these lines in Russia. Another case is that of a Russian nurse, a political exile, who wishes to visit her home and friends before taking up work in her own profession but, under the ruling of the State Department, is unable to secure a passport. She writes to the SURVEY:

It never occurred to me that I should be refused a passport. In Russia I have been of some trouble to the government; I have many times been arrested and was sent to Siberia, but escaped and went back to the work I considered just. There, in Russia, I always fought for liberty and progress; but in this country I did not take any active part in political movements. Here I just worked and tried to study as much as possible. . . .

Conditions in old Russia grew from bad to worse. I could not think of going back, and only last year I became naturalized. Then the revolution came—and with it a longing to go to Russia, a longing to breathe the air of liberty there where I nearly suffocated from tyranny, a longing to do constructive work there where I was compelled to do destructive work. I resigned my position in . . . hospital to go to Russia with just enough money to pull me through. . . . I felt so positive that I should have no trouble in getting a passport that I told many people I was going. And now this unexpected obstacle, the refusal of the government to issue a passport!

QUAKER RELIEF OF WAR VICTIMS

GLOWING tributes have been paid by George B. Ford and other Americans who have visited the devastated areas of France to the work of reconstruction and moral support of the stricken people by English Friends. According to the latest report, between 400 and 500 wooden houses for peasants in destroyed villages have been erected since November, 1914. By the loan of agricultural machinery and the distribution of seeds, tools, poultry, rabbits, etc., the confidence of many distressed families has been restored, and they have been encouraged to cultivate their weed-covered fields.

Clothing, beds, furniture and other household goods also were systematically distributed where this was necessary to enable a return to normal family life. While most of the house-building appears to have been done by men exempted from military service on conscientious grounds, women Friends started work-rooms for farm women and undertook the management of convalescent homes, a small general hospital and a maternity hospital. In the last named over 400 babies have been born.

The idle life of war refugees in camps, where both their duties and their pleasures are few, is bound to have a bad moral effect, especially upon the young. Friends, soon after the beginning of the war, took in hand the thousands of Belgian refugees in camp in Holland, organized industries among them, opened rec-

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recreation rooms and planned entertainments. More important, however, they supervised the construction of many wooden houses by Belgian workmen, so built that when the war is over they can be removed to Belgium.

Owing to difficulties of communication, work of this kind proceeded but slowly where it was even more needed, namely in Russia. Here hundreds of thousands, perhaps millions, of peasants and townspeople were forced to retreat before the enemy, without any of their belongings, often through regions where no food was to be obtained, strewing the road of their exile with the sick, the lame and the dead. In the eastern province of Samara, where many refugees eventually arrived, the Friends were able to establish centers for medical and general relief in buildings provided for them by the local authorities. In one place, they house and care for 100 to 150 refugees, many of them children who have lost all knowledge of their parents. Small hospitals have been opened in two other towns, and in several workrooms have been organized where the women can add to their small government allowance by spinning and weaving. One of the English doctors found that there was absolutely no other medical aid available in a radius varying from thirty-five to a hundred miles, and he had to attend to 117 out-patients on the day after his arrival.

This work in Russia is now to be reinforced by the American Friends' Service Committee. Lydia C. Lewis, who has been a resident at Hull House and a member of the staff of the Chicago School of Civics and Philanthropy, Anna J. Haines, Nancy J. Babb, Amelia Farbiszewski, all experienced in social work, and Esther M. White and Emilie C. Bradbury, teachers in Philadelphia Friends' schools, will leave in July for Buzuluk in the government of Samara, where they will join a contingent of English Friends.

The American Friends' Service Committee, further, has arranged to begin training July 1, at Haverford College, a unit of one hundred young men for reconstruction work in France, probably to be followed later by the training of other units, including one of women. The members of the unit will be supplied with all necessaries, but no salaries will be paid. Those able to pay their own expenses are urged to do so. Their work in France will include building, repairing, agriculture, horticulture, sanitation, medical aid, social work and "all forms of ministrations to a stricken people." Special emphasis is laid on the need for an elementary knowledge of French. This unit will be affiliated with the civil branch of the Red Cross and, joining it, in the opinion of the committee, will in no way compromise a conscientious opposition to military service.

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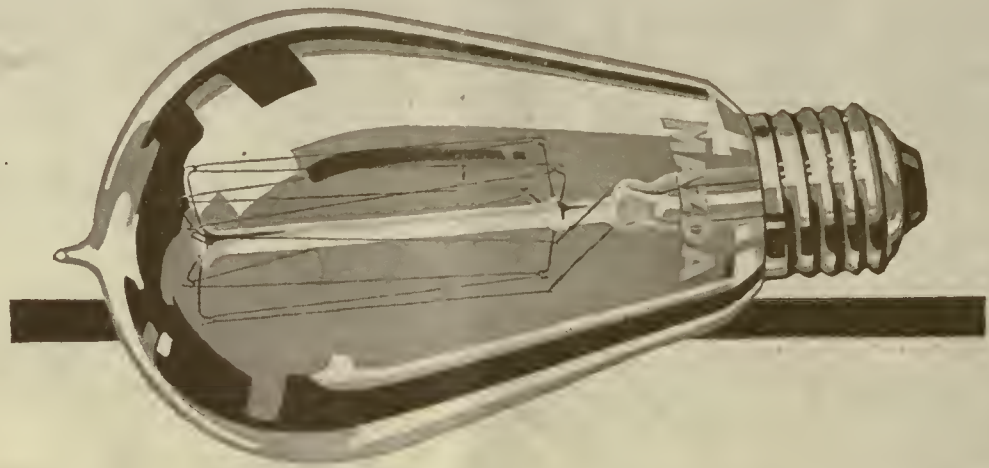
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Some Selections from the Contest in which Students of Fourteen New York High Schools Competed





WELCOMING SOUTHERN NEGROES

East St. Louis and Detroit—a Contrast

I

The East St. Louis Pogrom

By Oscar Leonard

SUPERINTENDENT JEWISH EDUCATIONAL AND CHARITABLE ASSOCIATION OF ST. LOUIS

TWO days before the nation was to celebrate the signing of the Declaration of Independence with its recognition that "all men are created free and equal" came the news that in East St. Louis Negroes were being slaughtered and their homes pillaged and burned by white Americans. East St. Louis, as all good St. Louisans wish to make clear, has nothing to do with the southwestern metropolis. It is an industrial town across the Mississippi. It is not located in Missouri. It is part of the state which gave us Abraham Lincoln. This circumstance made the "pogrom" upon the Negroes more tragic. They were being murdered mercilessly in a state which had fought for their freedom from slavery. They were forced to seek refuge and safety across the river in Missouri, which was a slave state at one time.

I just called the riot a "pogrom," the name by which Russian massacres of Jews has become known. Yet when I went to East St. Louis to view the sections where the riots had taken place, I was informed that the makers of Russian "pogroms" could learn a great deal from the American rioters. I went there in the company of a young Russian Jew, a sculptor, who had witnessed and bears the marks of more than one anti-Jewish riot in his native land. He told me when he viewed the blocks of burned houses that the Russian "Black Hundreds" could take lessons in pogrom-making from the whites of East St. Louis. The Russians at least, he said, gave the Jews a chance to run while they were trying to murder them. The whites in East St. Louis fired the homes of black folk and either did not allow them to leave the burning houses or shot them the moment they dared attempt to escape the flames.

What is the reason for this terrible situation?

Fundamentally, the reason is purely economic. It is not that the white people in Illinois, or rather in East St. Louis, have any terrible hatred for the Negro. The two races go to

the same schools. The laws of Illinois even permit inter-marriage between whites and blacks. Negroes hold state, county and municipal offices. They own a great deal of property in the state and in the city where the riots took place. But being the most disinherited of men, Negroes at times work for lower wages than do whites. Some of them will not join labor unions and most of them would not be admitted if they cared to join.

This condition is extremely objectionable to the white workers with whom they compete for jobs. But this very fact makes the Negro laborer more attractive to employers who want labor at the cheapest possible terms. They favor any labor force that will not join unions, that will not strike, that will not make periodic demands for increased wages or shorter workdays. Such an element introduced into the community acts as a whip over the heads of the white workers. Employers know that. Laboring people are painfully aware of it. This is the main reason for the race antipathy in East St. Louis, as I judge from talking to business men, laborers, professional men and labor leaders.

East St. Louis is what Graham Romeyn Taylor called a "satellite city." It is not a city of homes, in the American acceptance of that term. It is a manufacturing town where industries locate because land is cheap, transportation facilities good, coal and water near and cheap. The many factories make the place unattractive for home-building. Capital goes there simply in search of dividends. It is not interested in the welfare of the city or of the workers who help make those dividends. Only those who must, live there. Those who can live in St. Louis, while working in East St. Louis, do so.

The result is that the city is run to suit the lowest political elements. The foreign laborers who were imported by the industries in East St. Louis know nothing of American standards. There is practically no social work being done in that

Capture in N. Y. Evening Post



"SPEAKING OF ATROCITIES—!"

city which boasts a population of 100,000 souls. Saloons are numerous and gambling dens abound. They run wide open. In fact, when Governor Folk closed the St. Louis saloons on Sunday, the city across the Mississippi reaped a rich harvest. Multitudes crossed Eads Bridge for their liquor in spite of the Illinois law which prohibited Sunday selling. The saloon element has been pretty much in control of the town, from all I can learn. I have these facts both from observation as a neighbor, and from good citizens, not necessarily prohibitionists. One can not visit East St. Louis without seeing at a glance that saloons are more numerous than schools and churches. That in itself would indicate how much control the liquor interests have over the city.

This, too, has helped bring about the situation which resulted in the massacre of Negroes both May 28 and July 2. The undesirable Negro element, like the undesirable white element, was used by self-seeking politicians. In order to be able to control that element the politicians had to make concessions. Evil dives were permitted. Lawless Negroes were protected. All too frequently the St. Louis papers reported outrages committed upon white women by Negroes in East St. Louis. There were robberies and stabbings and shootings of white men at frequent intervals. Yet criminals were not punished. They were "taken care of." This helped stir the ill will of the better element among the white population.

There were grumblings on the part of laboring people at the increased number of Negro workers who were coming into the city. But there was no open or pronounced hostility, although there were old scores to settle, from the days when some 2,500 white workers went on strike in the packing plants last summer and Negroes were imported to take their jobs. According to the former president of the Central Trades and Labor Union of East St. Louis, at that time

Negroes were imported in box-cars and given the jobs held by striking white workers. When the strike was over about 800 of the Negro strike-breakers were retained and the white strikers lost those places.

In speaking to a man connected with the stockyards the same facts were brought out. This man has a specialized work to do which can not be done by Negroes. In fact, it can not even be done by white men, excepting as they receive his special training. He could speak dispassionately, for his job was not threatened by the black workers. He said:

Of course, no one can condone this killing of innocent Negro men and women and children. It is terrible. I saw it on Monday night and I never want to see such a sight again. But here is the situation: The Negroes are not only taking the places of common laborers in the packing plants, but they are beginning to take the places of the skilled workers. The packers, no doubt, want to fill their plants ultimately with black labor. They are angry because the white workers beat them in a strike and obtained two and a half cents an hour increase. The packers are charging wholesalers five cents a pound more for meat than they did a year ago. They do not take into consideration the fact that everything is so high and the men cannot live on what they used to make. They want to give the places of the white workers to Negroes because they work for lower wages. They live in shanties which a white man could not occupy. Their wives wash clothes and their children work. A white man wants his children to get some education and would not think of sending his wife to work. He must demand higher wages. The employers who bring the Negroes here in carloads are responsible for the terrible situation which has arisen.

The employers insist that they do not encourage Negro immigration and absolutely deny that they import Negroes. They insist that there are not enough white workers to take the jobs. They point to the fact that since the Negroes left East St. Louis, on July 2 and that entire week, four important industries have entirely shut down. When asked why it is that Negroes do come in such large numbers to East St. Louis they say that the lure of better wages than the South pays attracts them.

R. F. Rucker, superintendent of the aluminum ore plant, says that the employers were glad to employ Negroes when there were not enough white workers to fill the jobs. According to him, many of the white workers went east to take employment in munition factories where wages are higher. Some Negroes who had come voluntarily from the South were given their places. These men wrote home of the fine opportunities for employment at high wages and urged their friends to come to East St. Louis.

The fact remains that during a recent strike, when the government took possession of the factory, Negroes took the places of the strikers. This intensified the feeling against the race. The feeling was aggravated by the many lawless acts committed by the bad Negro element. Feeling began to run high so that on May 28 a meeting was called which was known as the "anti-race meeting."

In spite of the fact that the meeting was known in advance to be against the Negroes, permission was given for holding it in the city hall. I have these facts from a business man who was present. Mayor Mollman and the Board of Aldermen were among the 1,000 men who attended. Intemperate speeches were made and the last speaker is said to have hinted that unless the mayor and the city fathers did something to check the coming of Negroes, the people would take matters into their own hands. That night a race riot took place. The militia came and quelled the riot before it went too far.

Those who had attended the meeting, however, continued to agitate the idea that "East St. Louis must remain a white man's town." Feeling against the Negroes was stirred constantly. Here and there personal encounters between men of the two races took place. Sunday evening, July 1, a rumor

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was spread that the Negroes had gathered in one of their churches to plan revenge upon the white population. A number of policemen in charge of Detective Sergeant Coopedge drove over to the church. As they approached the place they were fired upon by Negroes and Coopedge was killed. The same night a policeman and two other white men were shot by Negroes.

These deeds acted as a match applied to powder. Monday morning it was apparent that there would be trouble. Mayor Mollman said he tried to prepare for it. East St. Louis has just thirty-six policemen. The mayor says that he spoke personally to them, urging them to do their duty. They were not inclined to interfere because their comrades had been shot. The deputy sheriffs felt the same way. Some militiamen were in town, but according to all accounts the militia fraternized with the white population. The mayor was urged to call up the governor and ask for reinforcements and for a declaration of martial law. He refused to do so. His opponents say that he had political reasons for his failure to act.

Be that as it may, the fact remains that through someone's negligence, black men and women and children were murdered wantonly. In the seven Negro districts of the city fires were started at the same time. Negroes were hanged and stoned and shot and kicked. White women and boys as well as men took part. A black skin was a death warrant on the streets of this Illinois city. How many black persons were killed will never be known.

It was fortunate for these harassed Negroes that their inhospitable home town was located near St. Louis, which took them in readily. The St. Louis chapter of the Red Cross, under the leadership of Mrs. Frank Hammar, took charge of the refugees, who fled half naked. They were housed in the City Lodging House, where blankets and food were provided out of Red Cross funds. The Provident Association and the Jewish Educational and Charitable Association provided social workers to handle the situation. The Red Cross Emergency Committee, with Acting Mayor Aloe, Director of Public Welfare Schmoll and representatives of the Chamber of Commerce, the Provident Association and the Jewish charities met daily to devise means of helping the refugees.

A committee from the Greenville, Miss., Chamber of Commerce was ready to charter a boat and take 1,000 Negroes to that city to be placed on plantations where their labor is needed. Employers in St. Louis were ready to offer jobs. The industrial plants of East St. Louis offered to take their men back. The Emergency Committee, however, considered all these offers from the point of view of the Negroes. It secured the assurance of the city, county and state authorities that the safety of the Negroes would be guaranteed should



"AN AWKWARD INTERRUPTION FOR INDEPENDENCE DAY"

they desire to return to work. Consultation was held with prominent Negroes of St. Louis as to what is best for their own people. At a citizens meeting held in the City Hall in East St. Louis on July 6 a reorganization of the police force was decided upon and a committee of 100 citizens will assist the mayor in keeping order. The militia will be retained as long as necessary under the direct command of Adjutant-General Dickson of Illinois. Efforts will be made by the St. Louis Red Cross Emergency Committee, with the cooperation of the Bar Association, to recover from the state of Illinois damages to life and property.

According to eye-witnesses, many Negroes must have been burned in their homes so that no remains will be found. It is believed that one hundred Negroes who took refuge in an old theater in one of their sections were burned when the building was set on fire. I saw that building, of which only part of one wall was left.

It was a distressing sight to see block after block where peaceful homes had been located burned to the ground. The innocent suffered with the guilty. Thrifty black folk, who were doing their bit by raising vegetables, were murdered. I saw the ruins of their homes, into which had gone the labor and savings of years. The little thrift gardens had escaped the flames and the orderly rows where seeds had been planted gave the plots the appearance of miniature graveyards.

II. The Detroit Newcomers' Greeting

By Forrester B. Washington

DIRECTOR DETROIT LEAGUE ON URBAN CONDITIONS AMONG NEGROES

DURING the past twelve months the colored population of Detroit has increased by about 100 per cent through migration. The experience of this city in the absorption of this large new population of Negro citizens and the program of work for its assimilation springing, as it did, from actual experience rather than speculation may be of use to other communities which face a similar problem. The subject may, perhaps, best be consid-

ered under the separate headings of employment, housing, recreation, crime prevention, cooperation and aids to efficiency.

The first prerequisite in the task of organizing a local community is the establishment of a vocational bureau. In the past, when labor agencies brought the majority of Negroes who came north, the problem of employment was simple. They were assured of jobs before they arrived. But now the majority of immigrants come without such inducement. They

come in larger numbers and at all times of the year, when the demand for labor is strong and when it is slack. Moreover, the majority come knowing nothing of the city which is to be their home and unacquainted with any of its citizens. Impossible as it may seem, it is not uncommon for factories in one part of the city to be crying for labor while many of these strange Negroes wander about other parts of the city unable to find employment. This situation is fraught with danger because in a few days idling about the city in search of a job the immigrant may come into contact with conditions and people whose influence is demoralizing and may destroy his chance of ever becoming a useful citizen. The immigrant needs more bolstering up in the first week than at any future time. Until he gets his first pay at the end of two weeks, he finds it difficult to get anybody to trust him. He is apt to become a charity seeker and a dependent.

Moreover, in a rapidly growing industrial center like Detroit, where the demand for houses is greater than the supply, few landlords will rent a house or room to a prospective tenant who has no job. The vocational bureau should strive to make itself acquainted with every possible industrial opening for Negroes in the city and, on the other hand, make its presence widely known so that the immigrant Negro will be directed to it immediately on arrival. The Detroit League on Urban Conditions among Negroes, therefore, has not been content merely with locating vacant jobs but has approached manufacturers of all kinds through distribution of literature and personal visits and has been successful during the last twelve months in placing 1,000 Negroes in employment other than unskilled labor. It has made itself known to immigrants by cards of direction placed in the hands of Negro employes about railway stations and intends, as soon as its funds permit, to station a capable, level-headed representative at each of the railway stations of Detroit to direct Negro immigrants to the league's office or to other responsible individuals and societies who will look after their welfare. It has persuaded the proprietor of a local moving picture theater, which is a great gathering place for colored newcomers, to run lantern slides nightly announcing that employment and other services can be secured free at the office of the league.

In order to care for the women and girls who are beginning to appear in appreciable numbers, five cigar manufacturers in the city were induced to experiment in employing them, and a sixth has started a new plant employing only colored help. To solve the difficult problem of the first week's board, the league has arranged with certain factories a system of checks issued to guarantee payment for bills incurred at restaurants and boarding houses. Some direct arrangements previously made between certain factories and boarding-house keepers resulted in exploitation of the immigrant by the latter.

The establishment of a bureau of investigation and information regarding housing comes next in importance. The character of the houses into which Negro immigrants go has a direct effect on their health, their morals and their efficiency. The rents charged determine whether the higher wages received in the North are real or only apparent, whether the change in environment has been beneficial or detrimental. The tendency is to exploit the Negro immigrant in this particular. Rents charged him in Detroit have risen by from 50 to 200 per cent in one year. He is forced into a district inhabited by colored people where housing accommodation is inadequate for those already there. The proximity of the colored district in most northern cities to the center is responsible for the imposition of the vice district upon the Negro. This bureau should, therefore, scour the city for

every available house, tenement or room inside or outside the recognized Negro district. It should make also a thorough investigation of comparative rents charged Negroes and whites and give the findings the fullest publicity. The bureau should constantly remind employers of Negro labor that it is to their advantage to see that the Negro is well housed and that, if nobody else will build, it is good business for them to do so.

The Detroit Urban League has induced one of the largest foundries to build low-priced homes for its colored employes near the plant. It also has somewhat relieved the housing problem by the purchase of leases from the proprietresses of a number of disorderly houses which were closed by the police. In each case the league persuaded some manufacturer to take over the lease, and in this way a large number of colored families were accommodated. It also keeps a list of empty houses and has been surprised to find how many of them are not listed by commercial real estate agents. It uses the daily and Negro press in appeals for more notifications. A list of furnished rooms also is kept and immigrants are kept away from those connected with disorderly houses. Lists of these rooms are furnished to factories.

With the shorter working hours, recreation is more important for the Negro in the North than in the South. On the other hand, he is beset by many vicious attractions entirely new to him, and there is not the restraining influence of his family, friends and those that know him. I am sorry to say, but it is true, he does not receive a warm welcome from the great majority of colored citizens of the better class in the city to which he migrates. While they try to decide whether his coming is a benefit or an injury to them, he gets a royal welcome from another element of the Negro community—the saloon keeper, the pool-room proprietor, the owner of gambling club and disorderly house.

The only way to counteract these vicious influences is to provide the immigrant Negro with wholesome recreation that will satisfy his natural instinct for active amusement and society of his own kind. This is no simple affair and can be met by existing institutions in only a few cities. The hard-working laborer recently from a rural section of Alabama cannot be attracted away from saloon or pool-room with art lectures or literary forums or even the facilities of the average Y. M. C. A. The first demand he makes of recreation is that it be active and practical, to a certain extent primitive. If he does not get it under wholesome conditions, he will seek it under evil ones.

The Detroit league some time ago inaugurated a ten-cent newcomers' community dance, held every Tuesday in a public school in the heart of the Negro district. A Young Negroes' Progressive Association, developed by the league, has helped in promoting this dance as well as in all other plans for adjusting the newcomers to the city. A committee of the association handed printed cards about the street where most of the immigrants collect and placed them in the hands of newcomers, inviting them to the community dance, where another committee welcomes them—the rougher the type, the heartier the welcome. This committee also introduces the newcomer to the more desirable people present who have been longer in Detroit. Certain dances are introduced which are calculated to lead to better acquaintance. The school auditorium has already been outgrown, and the use of the gymnasium of a neighboring high school has been promised for these dances.

The league also develops athletic features for the immigrants, especially basket-ball. The first colored basket-ball team, not a member of which was a native of Detroit, last winter played against strong white teams and lost only on

game. It has played against colored teams as far away as Pittsburgh. Teams have been created in the various industrial plants of the city, and the recreation commissioner was so pleased with the progress made that he offered to persuade certain business men to donate a silver cup for the team which wins the supremacy of the league.

Camp-fire girls, mostly the children of newcomers, also have been organized. There are only twenty-one regular members—the regulations do not permit a larger number in one camp. All the expenses for these girls, such as rent, refreshments, etc., are paid by the Young Negroes' Progressive Association from the proceeds of the community dance. It is very encouraging to find these young men take upon themselves the responsibility of providing decent recreation for young girls of their own age.

A department for the suppression of crime is necessary in a program for the assimilation of the Negro immigrant. The increased crime among Negroes has had two bad results: it has made both white and native colored citizens believe that the southern Negro is more criminal by nature than his northern brother; and it has created a general distrust against all Negroes. The assistance of the local police should be solicited from the outset. It should be impressed upon them that they must not, as they are prone to do, let matters go from bad to worse in a colored community until conditions are so acute that drastic and unusual measures are necessary. The appointment of colored detectives should be urged to filter from the community as soon as possible the inevitable floaters, crooks, bums and adventurers who are parts of every hembra.

The league has persuaded the police commissioner to appoint a special officer, selected by the league, to work entirely with the newcomers. It is his duty to mingle with crowds on the streets where the newcomers congregate and urge them not to make a nuisance of themselves by blockading sidewalks, boisterous behavior and the like. He is also provided with cards directing newcomers to the office of the league when in need of employment. The league itself keeps a close watch on the Negro underworld of Detroit and immediately apprises the police when dives are developed especially to prey on the immigrant.

Much strength can be added to the program and much energy saved by enlisting the aid of every possible organization in the city whose functions can in any way be construed as touching on Negro migration. The urban league found the Board of Commerce exceedingly willing to cooperate in a movement for the investigation and improvement of working conditions of Negro employes in the various manufacturing plants in the city. The Board of Health gave considerable assistance in obtaining better and more sanitary housing conditions. The aid of several mothers' clubs among the col-

ored women was enlisted to instruct immigrant mothers in the proper diet and clothing for children in a northern climate. From the outset, the aim was not only to put each immigrant in a decent home but also to connect him with some church. Many times the churches have reciprocated with considerable material as well as spiritual assistance.

But the greatest cooperation received has been that of the Young Negroes' Progressive Association to which reference has already been made. This is a body of thirty-four young colored men, most of them attending the various schools and colleges about Detroit. They have been the finest possible agent in the development of all the different activities.

In the adjustment of the Negro, a definite place must be given to the development of industrial efficiency. This is perhaps the most important feature in the program; the welfare of the Negro in his new environment depends upon the opinion that the community has of him. If the community can be convinced that the Negro is and always will be a business asset, we need not worry much about his housing, employment and recreation. But the Negro has got to convince the captains of industry. This he can only do by developing to a maximum his industrial efficiency. The more trades and occupations Negroes become familiar with, the more efficient they will be as a race, and the greater an asset to the community. Therefore the league has endeavored to get them into as many different kinds of employment as possible. It also uses every opportunity to develop individual efficiency by calling the attention of Negro employes to the fact that they must be punctual, zealous and ambitious in their work. These points are always emphasized when a Negro is sent to a job.

In pursuance of this object the league, with the assistance of the progressive association, is carrying on a movement which, I think, is unique. Representatives of the two organizations visit the various factories where large numbers of Negroes are employed and talk to them during the noon hour on the necessity of creating the best possible impression at the present time so that they may be certain of retaining their jobs in the future. At the same time, the speakers circulate these cards:

WHY HE FAILED

He watched the clock.
 He was always behindhand.
 He asked too many questions.
 His stock excuse was "I forgot."
 He wasn't ready for the next step.
 He did not put his heart in his work.
 He learned nothing from his blunders.
 He was contented to be a second-rater.
 He didn't learn that the best part of his salary was not in his pay envelope—SUCCESS.

NOTE: By not paying strict attention to the above details you may not be able to keep your job after the war is ended and foreign labor is again available.

New Comers to Detroit

You can find employment
 and
 be directed to decent lodgings

FREE of charge

at the

Detroit League on Urban Conditions Among Negroes

297 St. Antoine St.

Cherry 1325

Forrester B. Washington, Director

THAT UNLUCKY 25 PER CENT

WHEN the Red Cross campaign for \$100,000,000 was nearing its close a statement appeared in the press that 25 per cent of the total collected was to be retained by the local chapters for their own use. This announcement drew a natural protest from many who read it, if they thought about it and figured out what such a statement as it stood would mean.

William H. Allen, for instance, wrote to the SURVEY that he couldn't help asking questions like this:

What can local chapters possibly do with one-quarter of \$114,000,000?

What of other communities which have not local chapters but which contribute generously to that fund?

Would the public have accepted this proposal as just if it had been announced in advance?

Has the United States government any right to use its appealing power to help raise a fund of over ten million dollars in New York city for a local chapter of the Red Cross, at least without telling the public that twenty-five cents of every dollar will be held back for a local chapter?

Is it too late to have the hudgeting of this 25 per cent done by the nation rather than by 1,500 local chapters?

A letter from Eliot Wadsworth, vice-chairman of the American Red Cross, gives the explanation of the report:

When we first talked with the chapter committees about taking up this campaign the question, of course, arose as to what they would do for funds if they used all their effort for a national fund and did not keep anything for their own operations. After full discussion it was decided that chapters should make up a hudget of what their needs were and file this hudget with the War Council, with the request for a refund of part of their collections, but in no event in excess of 25 per cent.

We are asking the chapters to keep the amount of money sent them by the War Council in a separate fund and to account for it separately, so that ultimately the full amount of money paid in from this campaign will be accounted for either by the War Council expenditures direct or by careful reports of the chapters.

The local chapters, it seems, are not to "retain" anything, but they may ask for a "refund" of part of their collections, filing with the request a budget of their needs. It is reported from Washington that many of the chapters, including most of those in cities where large amounts have been raised, have already waived all claim, and it is not likely, in view of the scrutiny which the War Council will give to the budgets accompanying requests for a refund, if for no other reason, that any part of the contributions will be used for purposes that would seem illegitimate to the contributors.

PATRIOTIC SERVICE OF SOCIAL AGENCIES

TO win the war is the paramount issue: more important than prohibition, or votes for women, or the cost of living; more important than industrial standards or safety in factories; and more important than security of property or of human life on land or sea.

For the sake of clear thinking about social forces and social problems in wartime this fundamental consideration must be reiterated. No patriot denies it but very patriotic people in considering other subjects are in danger of overlooking its implications. That the nation at war has a prior claim on our services, intellectual and physical, on our possessions, on the institutions we have created, on the leadership and the loyalty of which we are capable, is the starting point of all profitable discussion of social forces in wartime. We are not thinking of wars in general but of this war and our own part in it; concretely, of social work as affected by this war.

Property and man-power, to be useful to the nation in war, must of course not be wasted. To leave property idle or to throw away a life cheaply is not to serve the state. What is

SOCIAL FORCE

obviously true of man-power and property in general is equally true of energy and resources heretofore intended and in various ways specially adapted to social work. In order to be serviceable to the nation they must be conserved, their application under present conditions carefully reconsidered and a suitable program made in harmony with national policy. But first of all the energy must not be dissipated. Resources must not lie idle. Buildings should not be left unoccupied or human energy unemployed. Carefully devised measures for saving life, for preventing sickness or suffering, for decreasing lawlessness, for making local government more efficient, must not be suspended unnecessarily. Social work for the sake of its immediate beneficiaries loses its relative importance, but regarded as a part of the organizing and training of a nation for war and for the world in which those of us who survive are to live after the war, it regains what it has lost. The standpoint is national, but the essential features remain.

National Prohibition

TEMPERANCE reform has thus become a war measure. The consideration most strongly urged is that "booze" wastes food material. This, however, is only a small part of the indictment. It destroys more than grain and fruit. It destroys industrial efficiency. It destroys military efficiency. It destroys financial resources. It destroys health. It destroys character.

Those who have denied all this and have opposed temperance reform at every stage are now highly indignant because prohibitionists are unwilling to limit their demands to the economy of corn and rye used in the manufacture of distilled liquors. But when has the Anti-Saloon League or any other bona fide temperance reform advocate ever considered the loss of food products the chief reason for prohibition, and why should they be expected to be eager now to compromise merely because overwhelming reasons are suddenly presented for doing a part of what they have long contended should be done for other and even, as they think, better reasons? Temperance reformers who really believe in their movement, who regard alcoholism as a great national danger to be attacked vigorously in its incipient as well as in its intermediate and advanced stages, are warranted in looking upon their legislative and educational campaign as legitimate war measures, as patriotic service.

Moral Tone

THE sex-hygiene movement is likewise in line with sound national policy. In this instance, as in the case of alcohol, there will be those who preach moderation, covertly if not openly; who insist that the limitation of venereal disease is all that concerns the military authorities and that actual suppression of prostitution and promiscuous immorality is a policy which is visionary, impractical and even perhaps undesirable.

Sanitary considerations are important, but they are reinforced by others of a more fundamental kind. The soldiers and sailors are the young men of the nation. They have just been in high schools and colleges, on farms, in shops, and in offices. They are sons and brothers in American families.

in WAR TIME

By Edward T. Devine

From drunkenness and immorality, as from other vices and weakness, they must for the most part protect themselves. Their actions will not rise higher than their source in the ideals and character of the officers and soldiers. The standard of public opinion in the army and navy has suddenly become of the very foremost importance to the nation. It should be as high as in industry, on the farm, or in college. Whether this will be so depends largely on the moral influence exerted by churches and schools, by physicians and parents, during the past generation. The influence, and especially the effort consciously made, by such agencies as the Bureau of Social Hygiene, will now be brought to a severe test. In this connection neither optimism nor cynicism would be appropriate; but a sober confidence that the young men of America will in some measure justify the increasing attention and the genuine concern which have been given to this kind of moral education seems not unreasonable.

The subject is one which may be approached also from the opposite direction. Soldiers need to be protected from temptation; but unfortunately innocent girls of more or less unsettled character, and for that matter even those who might not be called innocent, need as well to be protected from the lure of the uniform. The girls' protective leagues which have been so successful in securing wholesome recreation and mutual self-protection for their members might perform a national service here comparable in importance to that which the Y. M. C. A. renders to the soldiers. The time seems opportune for extending the scope of this movement. Working girls organized into leagues of this kind could protect those of their number who are exposed to special danger as a mere incident to a number of other mutual services, thus avoiding every suggestion of sensationalism and morbid interest in this particular social menace. Policewomen might also be utilized to patrol the vicinity of soldiers' camps.

Prevention of Tuberculosis

THE prevention of tuberculosis is so obviously a war measure that the national and local societies have been quick to adapt their programs to present conditions. When the selective draft comes into operation these agencies will be in position to cooperate in securing the services of an adequate number of skilled diagnosticians, able to detect even the early cases of tuberculosis. The failure to do this in other countries has been little less than a scandal. There has been some excuse for their failure which we cannot plead if it is repeated here. We have been warned by their experience and we have had time to prepare to make a proper examination of all candidates.

To detect incipient tuberculosis, however, is not an easy matter. By no means all doctors in general practice, by no means even all of those who have recently graduated from good schools of medicine, have the necessary technique. To point out the necessity of careful examination, therefore, as the National Association for the Study and Prevention of Tuberculosis was prompt to do, is not enough. It is a question of securing enough competent men, and having them at the appropriate places at the right time, and giving them the necessary authority.

That is the main problem as far as it concerns the army,

but at once the larger problem arises: What is the community to do for these rejected men, many of whom will then discover for the first time that they have tuberculosis? To cure these men, if they are curable, at least to arrest their disease and to lessen the chance of communicating it to others—this also is a patriotic national service. To perform it efficiently may help to win the war, and at any rate it will help to make the nation after the war better and stronger.

These are only three illustrations of a general principle. If the discussion is to proceed in a way that will have practical value, the SURVEY must hear from its readers.

PAUL ELMER MORE AND MISS ADDAMS

IN his volume entitled *Aristocracy and Justice*, and especially in his essay on *The New Morality*, Paul Elmer More makes a vicious attack on what he calls "humanitarianism." Jane Addams, whom Mr. More singles out as the "most honored teacher" of the code which he denounces, needs no defender, being very well able and possibly even preferring to take care of herself.

As one who does not share the views of Miss Addams on pacifism and who does share Mr. More's views on individual responsibility, the editor of this page cannot withhold his pen from protesting against the gross injustice of this criticism. The quarrel seems to be with those who lose sight of the distinction between good and evil. Miss Addams has, in fact, helped in many a doubtful place to clarify that distinction. Mr. More objects to confusing the innocent with the guilty. Miss Addams has often helped to free the innocent from the unjust odium of guilt; and has helped us to recognize the brand of Cain on brows shielded by "prejudice," that odious aristocratic vice for which Mr. More, following Edmund Burke, is not ashamed to become apologist. Mr. More prefers "justice" to "social sympathy," though he cannot abide the word "justice" on the lips of one whom he dislikes. He distrusts a "social sympathy" which leaves the responsibility of the individual out of account and so is "bound to leave the individual weakened in his powers of resistance against the temptations which can never be eliminated from human life." Jane Addams, more than any other daughter of man in our time, has shown herself capable of a sustained passion for justice, of consistently holding to the "everlasting morality of distinctions," of insisting in the places where it requires insight and courage on the principle of personal duty and responsibility.

Every quotation which Mr. More makes from Miss Addams is misinterpreted. His criticism of her philosophy is based upon misrepresentation of it. He understands Plato and Burke because he has studied their writings sympathetically. If he is to pay Miss Addams and Colonel Roosevelt the compliment of discussing their teachings in the same volume, he should present their views in such a way that they would be recognizable. In the *Newer Ideals of Peace* Miss Addams tells of a boy—a fine, manly fellow—who was put to work at twelve years of age to help in the support of his grandmother and younger brothers and sisters. After a time he became listless and indifferent, and at sixteen turned

(Continued on page 343)

THE editor of this department will welcome questions from readers, and suggestions as to topics which they would like to see discussed in these pages. Information from all parts of the country about conditions due to the war, and consequent developments in social work, will also be appreciated.



COMMON WELFARE

GERMAN MINIMUM PEACE PLANS

WHATEVER may be the truth concerning the motives which have actuated the German government in permitting Philip Scheidemann and his colleagues of the Socialist majority in the Reichstag to lay their peace program before a neutral conference at Stockholm, it can no longer be doubted that independent thinkers among the German Socialists have arrived at conclusions which very largely represent the views held by radicals the world over. This appears from the following memorandum handed by the minority Socialist delegation to the Dutch-Scandinavian Committee at Stockholm a few days ago and cabled to American newspapers:

In its peace views as in its general policy, the German Independent Social Democratic Party proceeds from the common interests of the international proletariat and development of society. These interests demand immediate peace.

In the peace to be concluded we demand an international arrangement for general disarmament as being the chief means for strengthening the debilitated states. General disarmament is the only way to break any militarist supremacy and to obtain a lasting and peaceful understanding between the nations.

We demand the fullest freedom for international trade and intercourse, as well as the unlimited right of migration. We condemn all economic barriers and all economic struggles between states. All disputes between states must be settled by compulsory international arbitration.

We demand international treaties to make workers secure against impoverishment, especially as to women and children.

Political rights for women we regard as a social necessity. Equal rights should be granted to all the inhabitants of every country without regard to tongue, race or religion. This would also mean securing to national minorities the right to declare their national life.

National and social liberation cannot be achieved by the government at war; it can only be done by democracy. Democratic control of foreign policies will prevent aggressive measures. Secret treaties must be abolished, and all state treaties must be made dependent upon the assent of parliaments.

Though not regarding state boundaries as inviolable, we condemn the war and its prolongation as a means of regulating boundaries. Regulation of frontiers must be condi-

tional upon the assent of the populations concerned and not an act of force. With all firmness we object to the violation of any nation in any form.

From the beginning of the war we have consistently demanded peace without annexations or indemnities, based upon material self-government.

It is not our affair to draw up a program, covering all the questions to be dealt with in the peace settlement, but in regard to the questions raised in the discussions now going on we declare the following:

Re-establishment of Serbia as a self-governing and independent state is our absolute demand. The uniting of the Serbs in a single national state, and its combination with the other Balkan states in a republican Balkan federation we regard as the best way of removing the eastern question as a cause of war.

To admit the right of Russian Poland to national independence, but to deny that same right to Prussian and Austrian Poland is contradictory.

We condemn the prolongation of the war as a means of settling the question of Alsace-Lorraine. The population of Alsace-Lorraine, which in 1871 was annexed against its will, can obtain peace no sooner than by a direct and free vote to express its wish as to what state it shall belong.

The full independence and economic self-dependence, that is, freedom from economic interference, of Belgium is inevitable. In fulfillment of the German government's promise at the beginning of the war, the Belgian nation has to be compensated for the damage caused by the war, and especially for the economic values that have been taken away. Such repayment has nothing to do with various kinds of indemnities, which simply mean the plundering of the vanquished by the victor, and which we therefore reject.

As opponents of any policy of conquest and foreign dominion, we reject, as we have always done, the policy of colonial conquest. Possession of any colony without its own self-

administration is nothing else than possession of an unfree people, and, like slavery, is incompatible with our principles.

A peace treaty would be made secure only when there was a single international force to watch over it. We do not regard international government officials as such a force, but rather the international Socialist proletariat. Only when an international (force) is erected, independent and powerful, and the proletariat everywhere lends it its full force through keeping control over the governments and maintaining peace, will there come in the future a state of mutual confidence between the nations instead of a contest in armaments.

The proletariat in every country must now do its all to bring the war to an end. To attain this aim the independence of the Socialist parties in relation to their imperial governments must be presupposed. Every government must be challenged to give unconditional adhesion to an international peace program. Credits are to be refused to any government which refuses this program or answers evasively or does not declare itself ready to enter upon peace conversations on the basis of this program. Such a government must be fought in the sharpest manner.

TUMULTUOUS WELCOME FOR THE RUSSIANS

THE reception of the different war commissions—the list is not as yet ended—affords an opportunity for the study of popular American sympathies in the war which is important as indicating the democratic foundations of our foreign relationships.

The enthusiasm which greeted Joffre and Viviani was that which is given only for a great cause. The remarkable warmth of the greeting given by a densely packed multitude to Balfour was largely a personal tribute; but there was in it also an evident expression of family feeling and pride in the achievements of an older brother. The Italian commission was followed about from place to place by so large and jubilant a crowd of their fellow-countrymen and of Americans of Italian descent that the slightly smaller attendance upon them of the public of purely American stock was hardly noticeable. The most tremendous reception, however, in both size and enthusiasm of the crowds, was that accorded to the Russian commission last week in New York city. Its personnel

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was practically unknown, the exact nature of its mission obscure, and public curiosity, especially as regards the views of its members on war and peace, intense.

The rumpus between Colonel Roosevelt and Samuel Gompers, over the race riots at East St. Louis, at the great mass meeting in Carnegie Hall, took up space in the daily press at the expense of a verbatim report of the address, made in English, by the new Russian ambassador to the United States, Professor Bakhmeteff. He defined "peace without annexation or indemnities" as "peace which shall not permit the seizure of the homes and fields of the neighbor; peace that excludes forcible conquest of alien lands and enslavement of peoples."

The outstanding feature of the present political situation in Russia, he said, is the formation of a national will, "the crystallization after some time of vacillation of the majority of the nation around a national government on the basis of a national program." He created the impression of an intensely earnest lover of peace, forced as is the provisional government which he represents, to suppress for the time being his natural sympathy with that powerful section of Russian public opinion which desires at once to return to the pursuits of industry and national reconstruction so that eventually a permanent peace may be brought about, "when all democracies will agree to hold to and follow certain precepts and embody them with all sincerity and without reserve."

At another great meeting, attended by over 10,000 Russians and Russian Jews, held in Madison Square Garden, he brought a message of love and gratitude from the motherland to those who, under the old regime, have had to seek refuge in this country from tyranny and persecution. "Russian freedom rests now," he said, "upon absolutely secure foundations." The dissensions between the different radical and socialist groups, evident at this meeting as they are in the American-Russian press, he placed in their proper perspective as evidence of a healthy national life rather than of disunion where fundamental principles of freedom and democracy are at stake.

Unpremeditated by the authorities and a complete surprise was the demonstration which greeted the Russian commission when it visited the lower East Side of New York, the heart of Russian America, probably the most populated abode of Russian Jews anywhere. The ambassador and his staff had been invited by Lillian D. Wald to meet some of the Friends of Russian Freedom and a few neighbors at the Henry Street Settlement—for many years a frequent refuge for Russian political exiles—and the envoys went there in the expectation of a quiet talk over a cup of tea.

But the fact of their visit had leaked

out, and as soon as they entered the neighborhood they were surrounded by multitudes of men, women and children, cheering in three languages, filling all the streets, windows, fire-escapes and roofs, wildly waving the red flag of the revolution, singing, and, many of them, weeping. The ambassador was obliged to address the people from a window, and many of the people attempted to address him, but only succeeded in fragmentary exclamations of the common enthusiasm for the revolution and the love of the people for the new Russia.

"I greet you," shouted one woman, "in the name of my son who was killed in battle; I greet you in the name of my daughter, who was assaulted in a pogrom; I greet you in the name of my father, now dead, whose eyes were burned out. The freedom of Russia was worth these sacrifices!" "Jewish blood," replied the envoy, "is being shed with Russian blood for the common cause of liberty. The Jews have got the liberty they have earned by valor. They are free."

AS THE FOOD BILL STANDS TODAY

DISPUTE over the prohibition clauses of the food bill before the Senate has, for the time, entirely obliterated other sections highly important from the point of view of food preservation. Practically all new amendments have been agreed upon except one which would make it unlawful for the members of any advisory committee or other organization to sell to the government articles in the production of which they are interested.

The clauses which would give the President power to commandeer food, feed, fuel and other supplies necessary for military purposes or the common defense, have been swelled out to such an extent by the addition of more and more articles, including cotton, hemp and wool, that doubt has arisen whether this generous interference with normal liberty of trading has not perhaps been motivated by the desire of certain senators to overload the bill altogether and thus make it impracticable.

An amendment by Senator McKellar, that the board created to carry out the provisions of the bill should be responsible to Congress, was not accepted; nor did the Senate seriously entertain a proposal by Senator Johnson, of South Dakota, to substitute for all the detailed provisions of the bill under consideration a very simple measure authorizing the government to commandeer both men and property whenever and wherever needed in the conduct of the war.

Stocks of the articles to be placed under government control are to be exempted from it, under an amendment adopted in the Senate, if held by farmers, gardeners, stock raisers and farmers'

cooperative associations. On the other hand, the authority of the President to prevent hoarding has been substantially increased by an amendment, offered by Senator Kenyon, authorizing the government to buy and sell at minimum prices fixed by itself, not only grains and flour, but all of the necessities named in the bill. This provision would practically prevent speculation in food, fuel and the raw materials of clothing.

Mention of some of these new clauses in the administration food bill—a more detailed resumé of it will be given in these columns when the bill has been actually passed by both houses—suggests that so far as control of prices by government purchase and other administrative measures is concerned, the President in all probability will be given all the power which he requires. But this power is exercised after the factors which determine prices have already been at play; that is, it does not affect real shortage or abundance. Another bill, now in conference between House and Senate, gives to the administration certain powers of affecting production through the instrumentality of the Department of Agriculture, especially in relation to distribution of fertilizer and seeds.

But there is no guarantee whatsoever, so far, that assured prices or new facilities offered to farmers will actually increase the cultivated area or improve the processes of cultivation. The main, and only permanent, promise of higher cultivation lies in the retention on and attraction to the farms of the greatest possible number of experienced agriculturists. This fact was forcibly brought out by a number of speakers at a conference on the cost of living held in New York city on July 3. "The economic condition of many farm tenants," wrote Carl Vrooman, assistant secretary of agriculture, in a statement which was read at the conference, "is below that of the skilled or semi-skilled day laborer of the industrial centers. We cannot expect to get back the thousands of farmers' boys who desert the country for the city unless we hold out to them the hope of becoming farm owners."

In common with most of the other speakers, he insisted on the need for a program of taxation which, without throwing additional burdens on the bona fide farmer, will place idle land within the reach of men of limited means who can and will cultivate it. Without some such method, it was urged, the administrative actions of the government would either remain ineffective, except for purposes of immediate relief, or if they did stimulate increased and better cultivation, add merely to the unearned incomes of absentee landlords without improving the lot and prospects of tenant farmers, thus leaving the problem of rural depopulation untouched.

In the meantime, while Congress is still debating the vital questions of production and control, the board of food control, under Herbert C. Hoover, has already taken a number of steps to check wastefulness in consumption. The food administration card, pledging its holder, who is made a "member" of the food administration, to every possible economy in the home, is hanging in thousands of kitchens. The rules given out to housewives under the caption "win the war by giving your daily service," are simple and concise. Some of them, no doubt, it may be difficult to carry out in households with small resources—a wheatless meal a day, for instance—but thousands of women's clubs in every part of the country have started educational services which will make it easier for all to translate into practice the advice rendered by the board.

MORE TESTIMONY ON NEGRO MIGRATION

AN advisory investigation of the Negro exodus from the South made for the federal Department of Labor by Prof. James H. Dillard, dean of the faculty of Tulane University, New Orleans, brings fresh evidence of industrial unrest below the Mason-Dixon line. Professor Dillard reports that probably 250,000 Negroes have emigrated North. Certain sections in each state have been unaffected. For example, while many have left the southern part of Louisiana, practically none have left the northern part. On the whole, however, according to Professor Dillard, there is a serious lack of labor throughout the South.

From letters and interviews, Professor Dillard found that not a very large percentage of the Negroes were taken North by labor agents. They were mostly attracted by the reports of high wages received in letters from relatives.

It was agreed almost unanimously by both white and black informants that the chief cause for migrating is the demand for labor in the North with resultant high wages. Secondary reasons given were a desire on the part of many for a more hopeful future for their children; dissatisfaction with conditions in the South, such as schools, unfair treatment in the courts and lynching.

The government report is not yet issued. In a summary given to the *Atlanta Constitution*, from which the points above were taken, Professor Dillard thus sums up the situation:

The burden of the testimony of all from whom I have heard and with whom I have had an opportunity of talking here in Atlanta as well as elsewhere, is that if the South has the desire that the Negroes remain in the South the remedy against the migration fever lies in the willingness of the southern white man to remove the causes by raising wages and by standing up for better treatment of the Negro people.

THOSE WHO GAVE THE RED CROSS MILLIONS

AMERICA'S first great Red Cross war fund is virtually completed with \$115,000,000 the net total subscribed and tabulated to July 7. Reports made to national headquarters in Washington show that 1,232 cities conducted organized campaigns and that in virtually every township and village within the United States some form of canvas was carried on. Estimates as to the number of individuals who contributed vary from 8,000,000 to 10,000,000.

Curious contrasts are discovered in the attitude taken by people toward this subscription. In some of the small towns as high as 95 per cent of the adult population joined in the gift. In Cincinnati, where more than \$1,000,000 was given, only about 1½ per cent of the population contributed. The well-to-do gave readily but in certain places the wage-workers outdid them. Thus when employes of the duPont powder mills at Wilmington, Del., were asked to contribute one day's pay each, they gave two, and in three plants \$60,000 was subscribed on that basis. In some western labor centers the workers looked askance at the movement, as being something allied with the employers' interests, while at Everett, Wash., 80 per cent of the employes in the mills gave a day's pay, and the employers made a similar subscription. In the plant of the American Window Glass Company, at Jeannette, Pa., the thousand employes contributed \$32,000. In a plant at Youngstown, O., \$55,000 was given.

Reports thus far made by local committees give almost no details as to gifts in kind, made by those who had no money to offer. The one case reported is that of a woman at Middletown, O., who, having nothing else to give, donated a hen and a dozen eggs. These were auctioned by the local committee for \$2,002.

The reports disclose clearly enough the readiness of the average American to join in humanitarian work when the opportunity is fairly presented. Manual workers, struggling with a rising cost of food and a stationary wage, opened their flat pocketbooks to the amount of more than a million dollars. A Hungarian laborer in an Ohio town, when asked to give one day's wage, contributed four. He understood and approved the work of the Red Cross, despite the fact that he was an "enemy alien."

The organization formed for the collection of this first great fund will be available for future occasions and will gain much in efficiency through this experience. That it will not only maintain the Red Cross funds but will go far to lighten the financial burdens of the associated charities in many parts of the country is judged from evidence offered in Baltimore and other cities. Due

largely to the impetus of the Red Cross "drive," the charities of Baltimore were able to raise \$750,000—a triumph of finance for that city—before the Red Cross subscriptions were taken. Statements forwarded by organizations in other cities give further testimony that the awakening of interest in the Red Cross fund has made the public more generous to every form of constructive giving.

The Red Cross organization itself has gained tremendously. More than 200 cities and towns formed chapters during Red Cross week alone, and between February 1 and July 1 the total number of local chapters grew from 272 to 1,534. Iowa shows a gain from a mere handful to 112 chapters actively at work. New York now has 110 chapters, Pennsylvania has 96, California has 91, Indiana 89, Illinois 68, Michigan 69, Ohio 66, and New Jersey 57. Chapters have been formed in Haiti, Guam, Porto Rico, Cuba, the Canal Zone, Syria, Persia, Turkey and several countries of South America.

Indiana is the first state to bring every part of the state under the jurisdiction of some one of its chapters. The Woman's Bureau, newly formed within the national Red Cross, will seek to extend local organization in all of the states, systematically to cover their entire area.

KEEPING COMPETITION OUT OF WAR RELIEF

THE Federal Council of Allied War Charities, recently created to confer with the Red Cross on the best methods of cooperation in foreign war relief [the *SURVEY* for July 7] at a conference held last week decided that it must not only hold out for the absolute independence of the different American organizations, so far as appeals for support are concerned, but that, considering the great experience and efficiency secured by them in the work of distribution of supplies abroad, they should also retain each its separate machinery.

These views were presented at a joint meeting of the Red Cross Committee on Cooperation and committee of the federal council. Judge Lovett presented a memorandum drafted by the Committee on Cooperation and approved by the War Council of the Red Cross which, in substance, is an invitation to all war-relief organizations to become national auxiliaries of the Red Cross, each retaining its identity and continuing to raise funds in its own name as heretofore.

This plan, in essentials, is satisfactory to the war charities so far as the American end of cooperation with the Red Cross is concerned. The greater part of the meeting was taken up, however, by the much more difficult task of evolving a workable plan of coopera-

tion abroad. Although both sides are eager to perfect methods which would avoid duplication of effort and friction arising from conflicting policies, the war charities are determined not to give up the machinery of distribution, often of a complicated nature and involving delicate personal relationships, already at work in the different allied countries and on the different specific tasks of war relief. Further conferences are to be held to consider detailed methods of cooperation and to carry into practice the evident desire on both sides for a harmonious alliance in the joint war upon disease and destitution in Europe.

In the meantime, the Red Cross department for foreign relief will have more than enough to do in filling the obvious gaps between the fields covered by the different agencies. The mass meeting held in New York to welcome the Russian ambassador was informed, for instance, that the American ambulance in Russia still is the only American organization working in that country which has preserved its identity during the change of government, supported entirely by private subscription.

INSURANCE PLANNED FOR SOLDIERS

VARIOUS plans for the insurance against injury and death of the soldiers and sailors in the military service of the United States have simmered down in the conferences held by Secretary of the Treasury McAdoo with the heads of life insurance companies and with various public officials to one proposal—the payment of compensation to the injured man and to his dependents in case of his death, and the payment of separation allowances to his dependents.

As this is the identical plan proposed at the recent Pittsburgh Conference of Social Work [the SURVEY for June 16] and endorsed by the Council of National Defense, the council and the treasury are now working in cooperation on the draft of the necessary legislation. Dr. Rowe, assistant secretary of the treasury, stated on July 6 that the work had been launched and that the payment of lump-sum life insurance was no longer contemplated.

Secretary McAdoo took up the idea of wholesale insurance of the lives of the soldiers at the instance of Assistant Secretary of Commerce Sweet, following upon the enactment of the Simmons law, which enabled the government to compel owners of vessels to insure the lives of their crews. At a conference with insurance men representing all of the chief life companies, held at the Treasury Department on July 2, Secretary McAdoo urged the companies to agree on a plan of assuming this risk. The insurance men refused, saying that the risk would do a serious injustice to their

present policy-holders. They suggested that the government alone was strong enough to carry insurance on a great army.

Mr. McAdoo appointed, on July 5, a committee of ten insurance men to advise the government officials. When the proposed legislation is drafted, these will be called upon as experts to advise as to details. The men named are George E. Ide, president of the Home Life Company; Edward D. Duffield, vice-president of the Prudential; Louis F. Butler, president of the Travelers'; Arthur Hunter, president of the Actuarial Society of America; John L. Shuff, of the Union Central Life; John T. Stone, president of the Maryland Casualty; George B. Woodward, vice-president of the Metropolitan Life; Franklin B. Meade, secretary of the Lincoln Life; T. W. Blackburn, secretary of the American Life Convention, and I. L. Boak, president of the National Fraternal Congress of America.

In the plan approved by the Council of National Defense for the work of Judge Mack [the SURVEY for July 7], the rehabilitation of crippled soldiers was not included. In the plan announced by Secretary McAdoo as his own, this work of bringing the injured back to self-dependence in the community is covered. It is considered to be a part of the payment of compensation, and to be, as well, a means of reducing the period and degree of dependency.

No definite plan has yet been worked out in the conferences between Judge Mack and the treasury officials, as to either the rate of compensation for injury, the rate of payments for separation allowance to dependents, or the rate of pension or compensation for the death of the breadwinner of the family while in military service. The idea held by treasury officials is that separation allowances and pensions must at least provide a decent livelihood for the dependents, when added to all other sources of family income, and that they must provide, under this standard, for the education of the children.

Approaching the problem from this viewpoint, the officials who will be responsible for the finished plan as submitted to Congress this summer will ask that the federal treasury be called upon to meet the total public expense. It is assumed that Congress will concur in the provision that a certain part of the pay of each soldier having dependents shall be diverted to the support of his family. All other charges for their maintenance during his absence will be met by the government. The raising of a subscription for separation allowances will not be sanctioned. Private subscriptions will be asked only for the Red Cross.

That the condition of vast numbers of families of the working class will

be distinctly improved, when the system of compensation and of separation allowances is in operation, is anticipated by treasury officials. They believe that to the degree that the men of these families enter the military service the standards of living of the dependents will be raised, and that after events will not permit their return to the old social level.

Compensation for injury or death of the soldier will not be made in large sums, but will be paid out monthly, and for the period of dependency either of the injured man or of the widow and children. There will be no set rate, but there will be established certain minimum standards of living to which the payments will be adjusted.

Thus far in the preliminary suggestion of the plan the ideal of democracy in economic footing is maintained. What the conference committee, the advisory committee of insurance company officials, the committees of Congress and the membership of the House and Senate will do to obscure or deny this ideal is for the coming months to show. It is realized in both houses that great pressure will be brought to bear to so alter the legislation as to make impossible the setting of a higher standard of living through adjustment of these benefits. On the other hand, the organizations seeking to improve the condition of women and children in industry, and to a lesser extent the trade-union movement will seek to guard this ideal along the road to the President's desk.

ONE ALPHABET FOR ALL THE BLIND

THE Portland convention of the American Association of Workers for the Blind, held the last week in June, will go down into history as the final bringing to an end of the unfortunate discussion with regard to a tactile printing system for the blind. The British Braille alphabet has been adopted as the basis of the future system in this country. For more than forty years the United States has stood alone in its unwillingness to use the alphabet which was invented by Louis Braille, which has been adapted to the needs and requirements of over twenty-two countries. To be sure, America, with its restless inventiveness, believed that improvement could be made upon the European device, and it must not be forgotten that the prolonged struggle with raised types in this country is going to result in certain modifications, which unquestionably will prove of value to those who have to read with their fingers.

The immediate result of the Portland convention is that from this time forth there will now be but one system of raised type for blind readers in the English-speaking world, instead of three. To put this in another way, it means

that the blind will have three times as much reading matter available as they have had previously. Their Tower of Babel has been razed, and razed at a representative gathering attended by delegates from seventy-five organizations in nineteen states and Canada.

Next to the type question, probably the most important result of the conference was the appointment of a legislative committee, which was instructed to draw up a model bill for the provision of outdoor relief for the blind, and a cooperative purchasing committee, which is to attempt to evolve some plan whereby widely separated industrial institutions may have the advantage of a common purchasing and distributing agent.

The program this year was arranged somewhat differently from that of previous occasions. Instead of having the various addresses given as separate complete units, they were grouped together under the four general headings of Social Problems, which included the much mooted and difficult problem of outdoor relief for the blind, causes of failure of the blind, etc.; Employment and Industrial Problems; Commercial Problems and Educational Problems.

PENNSYLVANIA'S DO-LITTLE LEGISLATURE

IF legislatures are known by the bills that they pass, the lawmaking body in Pennsylvania, which has just closed its biennial session, will not go thundering down the ages. Its lack of achievement arose from a distraction within itself, to the one question that vitally concerns a large majority of the members of the legislature—who shall control the political organization called Republican? Shall it be Senator Penrose and the contractor, J. P. McNichol, or shall it be the other contractors, Edwin H. and William S. Vare and Governor Brumbaugh? Neither faction was willing that the other should get through any bill which carried the remotest opportunity for political advantage either in the way of creating new offices or in acquiring credit for any advanced legislation.

Bills to refer the woman suffrage amendment to the voters, to inaugurate the state-use system in the penal institutions, to establish local option, to abolish the death penalty and for excess condemnation were at various times moved down with the utmost ease. The mortality rate of bills in committees was even higher. It was there that most of the measures designed to improve the structure of Philadelphia's city and county government and prepared with much care by a large non-partisan committee of leading Philadelphians were last seen. The system of state subsidies to private hospitals and charitable organizations was continued unabated.

A measure to impose a tax of 1 per cent on the capital stock of manufacturing concerns and one to levy a two mill ad valorem tax on the production of coal, gas and petroleum were killed; a bill to tax all inheritances 2 per cent was passed and is now in the governor's hands. It has been pointed out that this latter measure will put a tax of \$2 on the widow who inherits \$100 in insurance or savings which she herself may have helped to earn.

But just as the individual politician, whatever his public record, can usually be credited with being good natured or fond of babies, so this session showed a little activity not wholly partisan. The two-platoon system was extended to include the Philadelphia Fire Bureau, a law providing for municipalities to pay 65 cents a day to the wives of prisoners committed for desertion and non-support and for the non-support of their illegitimate offspring was put on the statute books; the police in third-class cities were inadvertently put under civil service; it was made possible for the fines for minor infractions of the law to be paid in instalments; and a strict control of the sale and other transfer of habit-forming drugs was provided for.

Before adjournment the legislature provided \$100,000 for building the State Village for Feebleminded Women at Laurelton and \$130,000 for construction and maintenance of the State Industrial Home for Women—two institutions which have been needed for a long while but had not materialized. The action of the legislature is not final, however. The governor has a month in which to review the numerous appropriations bills and to reduce or eliminate items. It is customary for the legislature to appropriate moneys far in excess of the estimated revenues and to pass on to the governor the unenviable job of bringing the appropriations within hailing distance of the revenues.

ILLINOIS' BIG LEGISLATIVE CROP

WHILE in its war legislation the Illinois fiftieth General Assembly responded promptly and to every appeal for money and men, neither attention nor funds was diverted thereby from immediate local necessities or from the demand for reconstructing the organic law of the state, which was met by the acts for a constitutional convention and the new administrative code.

Bills for industrial changes, which were in the forefront at the beginning, were for the most part defeated or left to die at the end. The strong labor lobby lost measures for restricting the use of injunctions and for jury trials when contempt of court is charged against acts alleged to have been committed beyond the personal observation of the judge. The woman's eight-hour day failed by

only two votes. War conditions are held accountable for the failure.

The enabling acts proposed for the consolidation of the surface and elevated street railways of Chicago as a basis for vastly increased investment failed because they involved the extension of the franchise period from twenty to thirty years, with a possible addition of twenty more years. The many good features of the measure could not win against the alarm raised by the long previous attempts to secure "fifty-year franchises" which led to Chicago's successful fight for the possession of its streets, waged through more than a decade.

Some advances, however, were made in improving industrial conditions. Child labor was still further restricted by requiring every child over fourteen years of age to finish the fifth grade, be able to read and write in English and be certified by a school board medical examination as capable of going to work before a working certificate will be granted. Payment of wages in bankable currency was required and time checks, store orders and other script prohibited. Loan sharks were hard hit by reducing the maximum interest rate to 3½ per cent a month on all salary or chattel mortgage loans of \$300 or less. The workmen's compensation act was extended to bring all employers within its provision and was supplemented by an appropriation of \$20,000 for an investigation by a health insurance commission of such claims for sickness and death from occupational causes as are not covered by the compensation act.

Agricultural interests were promoted by the pure seed act. Progressive bond issues were submitted to referendum votes providing \$60,000,000 for the systematic construction of roads. Private banks will all be brought under public control if the act of the legislature is ratified by referendum vote at the polls. Collection agencies and cold storage warehouses are placed under state control and taxicab operators under the public utilities commission.

Taxation was increased by some forty-five measures additional to the general appropriation bill. Tax-saving measures include two important reforms, one permitting counties to keep profits now going to the buyers of properties sold for taxes, and another providing for continuous and centralized registration for election, which may save \$500,000 annually in Chicago alone. The commission investigating pensions is continued by the appropriation of \$20,000. It bids fair to provide a scientific basis upon which future pension legislation may be built. Before filing an injunction suit tying up public funds, a taxpayer must hereafter get permission of the court, and state, county and city treasurers are relieved from liability in making payments pending the decision of suits in

case they are not directly enjoined from so doing. These two measures are intended to forefend the administration of public affairs from such serious embarrassment as has recently been suffered by the withholding of funds for state uses and for the salaries of juvenile court officers. Their validity, however, is seriously questioned.

The state is still deprived of much needed legislation for vocational education because of the deadlock which had so long existed among its advocates, who compromised with each other too late to secure enactment. The act reorganizing the Chicago Board of Education, while containing some improvements, has proved to be only a further complication so far in the hands of the city administration's factional exploitation of school management. Membership of boards of education in smaller cities was likewise reduced. Taxes for school purposes in districts under 100,000 population may be increased by referendum vote from 3 mills to 4 mills. Community high school districts are created for townships. Fraternities and sororities are prohibited in high schools. One or more rural communities may establish health, park and recreation districts. Park boards are authorized to acquire land for playground purposes. Chicago is authorized to use its municipal pier for amusement purposes, to build a municipal convention hall on submerged lands recovered from the lake, and by referendum vote to adopt simplified forms of practice and procedure for its municipal court. Joint poor farms may be secured and maintained by counties. The state labor commissioner is authorized to secure employment for discharged prisoners.

While the house killed all "dry" measures, including county option, the senate defeated all "wet" measures, leaving the lines of battle between them just as they have been. Anti-vice laws were stiffened by making it a misdemeanor to present or participate in obscene, immoral or impure dramas, plays, exhibitions, shows or entertainments, still more by defining pandering to be procuring any female person to become an inmate of a house of prostitution, or knowingly taking or accepting any money or other valuable thing from any female person from the earnings of her prostitution, or directly or indirectly taking, receiving or accepting money or other thing of value for providing, procuring or furnishing for another any person for the purpose of illicit sexual intercourse. This bill of the Committee of Fifteen is especially aimed against male panders, but it is expected to operate as effectively against women procurers.

The most far-reaching acts of the session were the resolution providing for the call of a state constitutional con-

vention if ratified by the people at the polls in 1918, and reorganizing the entire state administration by the new civil code which went into operation July 1. It was fully described in the SURVEY for March 10 as consolidating in nine departments no less than 128 boards and commissions and 300 official positions with salaries aggregating \$400,000. It remains to be seen whether some of the value of this far better code may not be seriously qualified both by the weakening of the civil service law and by the exercise of the appointive power. The right of trial upon discharge was denied employes in the classified service except where racial, religious or political reasons are charged by the discharged employe, who may then demand trial. Otherwise discharge by the head of the department is final. All attempts to provide for the extension of the merit system failed, except that which succeeded in placing employes of the Chicago Municipal Tuberculosis Sanitarium in the classified lists.

SOCIAL FORCES IN WAR TIME

(Continued from page 337)

to professional tramping. Now one swallow does not make a summer, and Miss Addams did not attempt to found a child-labor philosophy upon a single incident. What she said in her book was that "through such bitter lessons as these, we learned that good intentions and the charitable impulse do not make for righteousness." This is a profound truth. She implies, as Mr. More says, that to find work for a boy under such circumstances is "cruel and disastrous." So it is. His comment is that "one would suppose that scarcely an honest workman, or prosperous merchant, or successful professional man had ever taken up the burden of a family in youth or childhood." To point out the irrelevance and absurdity of this criticism would be an affront to the intelligence of the reader. One would suppose that the critic considers any club good enough with which to beat a pacifist.

Again, in *The Spirit of Youth and the City Streets*, Miss Addams accounts for a large part of the juvenile delinquency in Chicago as the result of repressing a "wholesome love for excitement" and "desire for adventure." She deprecates compelling children to assume responsibility prematurely and advocates the increase of wholesome recreational facilities. Mr. More's reply is to cite the case of an insane degenerate and to intimate that the sons of the rich are not all virtuous. All that need be said about this is that as to the subject she was discussing Miss Addams is entirely correct. She is speaking from close and competent observation, and her conclusions are supported by the concurring testimony of other experts. Not only the Denver judge, but the Chicago, New York and Boston judges, police and probation officials, reformatory superintendents, teachers, play supervisors, relief workers, settlement residents, and even the boys themselves, when they are not posing as young criminals, support the views which Miss Addams has expressed. Miss Addams was denying neither degeneracy nor original depravity as isolated phenomena. She was explaining the character and the tribulations of boys about whom she had knowledge. She is not seeking "to find a basis of conduct to take the place of the older conception of personal integrity." She is not "drifting," to use another of Mr.

More's epithets. She is probably not engaged in philosophical speculation at all. She is on a voyage of discovery, but it is for the purpose of charting and describing a new world—that of the men and women and children who live together in modern cities. She records her observations and her tentative explanations with a sympathetic understanding, with a power of discrimination, with a candor and sincerity, which literary critics well may emulate.

Mr. More, to his credit, professes to dislike both exaggerated humanitarianism and exaggerated egotism—the doctrines of Jane Addams and the doctrines of Nietzsche; but he considers our danger from the former to be greater than from the latter. He may, of course, take his choice. Another may think the philosophy of brutal force not only more obnoxious but a more imminent danger. Our decision to enter the war on the side of democracy and against absolutism is the nation's answer to this issue—if it is an issue. We are officially told, not that it is a war for establishing aristocratic privilege and caste "prejudice," but that it is to make the world, if possible once for all, safe for democracy. Extremes are certainly objectionable, especially to men of aristocratic and sensitive temperament, but to the list of objectionable, sentimental *isms*, mentioned by Mr. More—pacifism, feminism, socialism, equalitarianism—we may at least add the equally objectionable militarism, imperialism, intellectualism and snobism. We may even respectfully suggest that the labors of Jane Addams and her humanitarian contemporaries, whatever their limitations, are a wholesome antidote for these latter most sentimental and most noxious of poisons.

COMMUNICATIONS

A TELEGRAM

TO THE EDITOR: The National Wholesale Liquor Dealers' Association of America appeals to the press of America to protest against the ruthless confiscation of millions of dollars of lawful property as contemplated by the Cummins' amendment in the United States Senate. Some honorable means should be found by Congress for proper food conservation without involving financial ruin to thousands of banks, distillers, wholesale liquor dealers, bonding companies and thousands of those dependent upon the distilling industry. If such legislation is to pass it should carry with it just compensation for value of the property confiscated.

JOSEPH DEBAR, President.

ALCOHOL AND VICE

TO THE EDITOR: At a meeting of the Committees on Alcohol and Venereal Diseases, under the auspices of the Council of Defense, it was unanimously agreed that the most important teaching to spread widely throughout the land, and particularly to apply to the enlisted men of the army and navy, was that sexual continence is compatible with perfect health, and that all the observations of physiology and clinical medicine point to the advantages of continence for health's sake, aside from all the dangers that result from incontinence as generally indulged in and considered a privilege of man.

There is no difference of opinion among physicians that alcohol is a contributory factor of the first importance in the development of venereal disease, for the reason that self-control, upon which continence must depend, is lost as the result of alcoholic indulgence. The higher attributes of mankind, namely,

self-control (or in physiological terms, inhibition), judgment and discretion, are the most lately acquired attributes of human character, and these are the first to be destroyed on the exhibition of the narcotic drugs, chloroform, ether and alcohol.

The experience of Canadian physicians directly quoted to me, the experience of the dispensaries in New York, with which I am personally familiar, and the case-records of many private physicians with whom I have been in close personal contact, convince me that the figures generally quoted are correct, to the effect that between 75 and 90 per cent of the venereal infections in young men are acquired while they are under the effects of alcoholic indulgence.

There is no question in the minds of any of those responsible for the medical care of the army, or the care of men in civil life, that incontinence is wholly unnecessary and absolutely undesirable, or that the removal of accessibility of alcoholic beverages will enormously reduce the amount of incontinence which results in the spread of venereal disease.

HAVEN EMERSON.

[Commissioner, Department of Health]
New York.

TO SOCIAL WORKERS

TO THE EDITOR: No one will dispute the immediate and dire need of the war-stricken countries, but with all our financial aid and human effort we cannot give back to these people what they have lost. One asks oneself when will this cause and need ever end? The task is beyond human calculation.

All people must see the inhuman and indefensible waste of human life. All the patriotism and material sacrifice cannot atone for this continuous slaughter of our fellowmen. It seems to me that our social workers who are so close in their relations to human society (especially to those who have so little to say and suffer most) could help magnificently by starting a peace propaganda based on humanity absolutely.

Since writing this I noticed an appeal from Lady Aberdeen to American women to save the war babies of England and Ireland, as the death-rate in 1916 was very high (American mothers take notice); also an appeal for American doctors, as 60,000 had been killed. Can the world spare many more?

By coercion, fear and ignorance we are in the last chapter of this world horror. "Good friend, stop and think" how best you may serve.

ANNA C. MARTIN.

Ridgewood, N. J.

THE REMEDY

TO THE EDITOR: A letter from Dr. Albert Bowen, of Rochester, N. Y., in your recent issue [June 23] enunciates a principle which is capable, I think, of being extended far beyond the one field to which he has applied it. Not only the physical deterioration of the workers, but many another social evil for which a governmental palliative is hastily invoked, admits a simpler remedy.

A higher wage, Dr. Bowen wisely suggests, will tend to solve the problem of public health. Quite true; and a higher wage will also tend to alleviate the evils of unemployment, illiteracy, crime, snobbishness, celibacy, lack of patriotism and irreligion.

I invite Dr. Bowen, or if I may, I would urge him with all candor to give his best attention to the one direct method of securing a permanent increase in wages. The method is the socialization of land (and natural resources) through the taxing power; or as commonly but most inappropriately called, the single tax.

If a city lot is heavily taxed, then the owner will be eager to build on it; or eager to sell it (or give it away) to someone who

will build on it. Whoever erects a building employs labor. Whoever holds a city lot vacant checks and prevents the employment of labor. Simple, is it not?

Surely for Dr. Bowen to plead for higher wages, and ignore the question of land tenure and land use, is to give us Hamlet with the prince omitted from the cast.

MALCOLM C. BURKE.

Washington.

TAX EXEMPTION

TO THE EDITOR: You have done a public service in calling attention to the move to legalize the deduction from taxable incomes of gifts to charitable, educational and religious activities. This is one of the most insidious temptations to which social work has ever been subjected. The executive committee of the Cleveland Welfare Federation recently refused to endorse this project.

The most dangerous feature of this proposal is that social agencies are now trying to establish for themselves a financial interest in legislation with no resultant responsibility to government. Such a policy has demoralized social workers and business men alike wherever followed. New York, the last few years, has experienced the result of private agencies sharing irresponsibly in taxes just after collection. Do the supporters of this new proposal think themselves any less immune from demoralization because they would get a portion of taxes just before collection? Special favors by governmental action are as hostile as censorship to free thought and free speech. Nothing has closed the mouths of the good people of Pennsylvania in the face of intolerable government so much as dependence on legislative action for support of private charities.

The social workers of the country should rise *en masse* and disown and oppose this effort to subject them to one of the grossest evils of Pennsylvania politics.

One would think that every rich man would resent being put in a position where others might say as he drops his gift in the collection plate on Sunday morning: "There is the latest device to escape giving full measure to one's country."

ALLEN T. BURNS.

Cleveland.

NEGRO MIGRATION

TO THE EDITOR: Apropos of the discussion upon the subject of the recent Negro migration to the North. I would contribute thereto the following excerpt from a letter, which I received but a short time ago from a social worker in one of the largest cities in Georgia. I believe that this will throw a great deal of light upon a situation which has not received its proper thought and attention. It will also point out the various new problems which would confront both sections of the country were the movement to grow much further.

"... Remember that we northerners need not be holier than thou. New York has its Negro ghetto and race discriminations that are the more cruel because of their refinement. Here the difference in social status is frankly accepted; in the North it is subtly inflicted.

"Indeed, the South wants to keep the Negro. During the recent wholesale exodus to better wages and more human conditions of life, the people down here took extreme measures to prevent by force and misrepresentation the departure of the Negro laborer. Here hundreds were prevented from leaving. They were arrested *en masse* at the railway stations and detained in the police barracks upon no charges whatsoever. Labor agents seeking Negro help were arrested and heavily fined and run out of town. Besides these acts of violence, the newspapers carried on a systematic campaign of lies about

conditions up North. They told of thousands of starving Negroes stranded in the large cities, dying of cold, hunger and disease.

"Some of the reports were no doubt true. Many were brought away by false promises such as the steamship agents will make to ignorant peasants in Europe to induce them to come to America. Many plantation darkeys went North clad in their scanty rags and naturally suffered from cold and exposure. But that is a far cry from icicles hanging from your nose and ears and your breath turning to snow as it is exhaled. Such were the wild tales spread among them to frighten them away from the North.

"I do believe an unregulated and undirected movement of labor from one section of the country to another is wasteful, and economically and socially dangerous. But such a scientific distribution of the national labor supply as I have in mind cannot be accomplished by the methods of our northern labor agencies, or the violence of the southern authorities. No doubt the South did face a great danger in the sudden migration of thousands of manual laborers; and so did the North. Were that movement to have continued and increased, as at first it showed signs of doing, it would have meant a commercial and agricultural depression in the South that would have fallen heavily upon a section that is just beginning to recover from great losses through cotton due to the war. For the North it would have meant a sudden aggravation of the race question and ultimately a fall in wages, in addition to the temporary sufferings of the Negro due to maladjustment.

"And I doubt whether it would have improved the Negro's status in the South. That will take as many years as it will take for the color line to disappear. Does that sound pessimistic? I would call your attention to the fact that the mulatto is increasing faster than the pure black. In other words, in the years to come the American type will be a shade or two darker than it is today.

"Before I close this subject, I want to mention the part our Associated Charities played in the matter. The secretary was informed by the Newark people that many Negroes from our city were there and in dire straits. She immediately let the papers have a lurid account of the general destitution of the Negro in the North. I do not know what the situation in Newark is, but I doubt that it warrants Red Cross relief methods. Such is scientific relief."

CHARLES L. ROSENZWEIG.

New York.

THRIFT

TO THE EDITOR: My conclusions on Thrift (which I have written about in my recent book) are these:

That it is stupid and therefore wrong to drill thrift into the very poor in the sense of hoarding up anything, because they never earn, at the best, more than enough to live on. Anyone whose work brings in less than \$900 a year needs not to save it but to be saved from it.

The very poor who practice saving do it at the expense of the comfort and health of themselves and of their families, and form dehumanizing habits; and become misers, meaner and more grasping than the very rich.

That the middle class, to whom the American Bankers' Association thrift appeals, may save with benefit to their bank accounts, if not to their souls, especially in the way of making a better use of what they have.

That the subject of thrift has a much broader signification than the mere saving of money or commodities.

Saving, to have any great value in these days, must become a social or cooperative function.

BOLTON HALL.

New York.

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JOTTINGS

PRIZES amounting to \$100 are offered by the Women's Welfare League of Minneapolis for the best home playground fitted up this summer by school children.

THE New York City Consumers' League is the publisher of a new bulletin, Campaigning Against Industrial Evils, to appear every once in a while and give publicity to the efforts of the league to improve conditions of labor. The first number is devoted to the necessity of maintaining industrial standards during wartime.

CLASS work in French conversation for the soldiers in the army encampments of Massachusetts is to be provided by the Department of University Extension of the State Board of Education. Men transferred to posts outside of Massachusetts before completing the course may continue it by correspondence. *L'Opinion Publique*, a French newspaper of Worcester, has offered the services of its editorial staff as teachers.

SINCE the announcement in the SURVEY for June 30 that arrangements to coordinate a nursing course with the regular academic schedule were under way at Presbyterian Hospital, New York city, word has come that more than twenty-eight institutions have agreed to attempt such a correlation. A school of nursing has been opened at Leland Stanford University—the fourth school of nursing in affiliation with a university.

KANSAS CITY may rejoice that the man who put its Board of Public Welfare "on the map" so far as the rest of the country is concerned—L. A. Halbert—is to remain as the board's general superintendent and will not accept the offer from another state which it was generally understood would take him east. He will take a leading part in the entertainment of the National Conference of Social Work at Kansas City next spring.

HAVING as its chief purpose "to give legal aid and advice through attorneys and committees of citizens in all parts of the United States to persons whose rights are invaded under pressure of war," a national Civil Liberties Bureau has been organized under a sub-committee of the American Union against Militarism in New York city. L. Hollingsworth Wood is chairman and Roger N. Baldwin executive. Attorneys who have agreed to act as volunteer counsel for the bureau are announced by name for New York, Boston, Buffalo, Camden, N. J., Canton, O., Chicago, Dayton, Detroit, Evansville, Indianapolis, Kansas City, Madison, Minneapolis, Oakland, Pittsburgh, San Francisco, Seattle, Terre Haute and Toledo.

SWEDISH women ran special candidates during the recent town council elections in Stockholm. The Conservative party, numerically the strongest, returned two women members, Gertrude Tornell, an active member of the board of the Stockholm suffrage society, and Laura Netzell, an anti-suffragist, who is an expert in poor law matters. Women members of the Liberal party returned Emilia Broome, who, as a former member of the town council, was active in starting municipal technical schools, building workmen's houses and demanding better wages for women clerks. Anna Lindhagen,

the candidate of the Socialist party who was defeated, was one of the Swedish delegation at the International Congress of Women at The Hague.

TWO YEARS ago the Boston City Hospital opened its doors to a social service department under the direction of Gertrude L. Farmer backed by a voluntary committee. While this committee has had the friendly support of the trustees and medical staff of the hospital; it has not had support from the hospital funds nor been officially a part of its organization. As in many other hospitals throughout the country, social service entered as a guest, but became a member of the family. This has now taken place at the Boston City Hospital, for an appropriation has been made by the city government sufficient to employ five social workers and these are now starting work. The voluntary committee continues, so that the department is supported partly by private and partly by public funds.

NEWSPAPER stories about the devotion of Irish priests at the British war front coincide with the appearance of the Catholic Social Year Book for 1917, which brings accounts of British Catholic war work among the civil population. Schools for mothers, thrift, temperance, the defective child, agricultural organization, educational improvement and citizenship are among the subjects dealt with. The Catholic Social Guild last year held its annual conference at Oxford, where such subjects as care for soldiers' children, training in citizenship and soldiers' clubs were discussed.

THREE years ago nine woman's organizations in Philadelphia—the Equal Franchise Society, the Women's League for Good Government, the New Century, the Philomusian Club, the Civic Club, the College Club, the Home and School League, the Agnes Irwin Alumnae, and the Jewish Council of Women, Philadelphia section—founded the Monday Conference for the open discussion of public questions. Membership has now grown from nine organizations to eighty, and 380 individual members. It is an important and large body of women keeping in constant touch with questions of social concern. The first ten minutes of each meeting, Monday afternoon throughout the months of January, February, March and April, is given to a quick review by the chairman of the most important legislation, city, state and national, for the past week, and a program follows on some particular phase of government or reform. The first year's program treated merely of legislative subjects, the idea of the founders being to keep women informed of bills concerning educational and political change. The second year the conference grew rapidly in membership and began the study of city administration, prisons, and industrial disturbance. The third season of the conference recently closed with a series of meetings devoted to "home problems in war time," under the cooperation of the Wharton School of Commerce and Finance and the Pennsylvania Rural Progress Association. The Woman on the Farm, Vocational Schools in Rural Communities, a State System of Marketing, the National Food Supply and Increasing Food Production were some of the subjects. No resolutions were passed and no public action is taken by the conference as an organized body, though speakers are free to ask for cooperation of the membership as clubs or as individuals. Mrs. Frank Miles Day is chairman of the conference committee, and Mary A. Burnham, Mary Ingham, Fannie Cochran, Dr. Florence Kraker, and Mrs. Thomas Raeburn White are among its members.



PAMPHLETS

CRIME

BEHIND THE GRAY WALLS—AND AFTER. Salvation Army Prison Department, 120 West 14 street, New York city.

EDUCATION

REPORT OF THE COMMITTEE ON INDUSTRIAL EDUCATION. Presented at the twenty-second annual convention. National Association of Manufacturers, 30 Church street, New York City.

A SCALE FOR GRADING NEIGHBORHOOD CONDITIONS. By J. Harold Williams. Department of Research Bulletin No. 5. Whittier State School, California.

EDUCATIONAL CONTROL OF NATIONAL SERVICE. By William L. Dealey, 872 Hope street, Providence, R. I. Reprinted from *Pedagogical Seminary*.

INDUSTRY

LABOR AND NATIONAL DEFENSE. By John P. Frey. Lock Box 699, Cincinnati, O.

WHAT THE RAILROADS ARE DOING TO HELP WIN THE WAR. By Howard Elliott, of the New York, New Haven and Hartford Railroad. American Railway Association, Washington, D. C.

CAUSES OF DEATH BY OCCUPATION. Bulletin of the United States Bureau of Labor Statistics, whole number 207; Industrial Accidents and Hygiene Series, No. 11. 10 cents from the Superintendent of Documents, Government Printing Office, Washington, D. C.

INTERNATIONAL

DOCUMENTS REGARDING THE EUROPEAN WAR. Series No. XV. The Entry of the United States, May, 1917. No. 114. American Association for International Conciliation, 407 West 117 street, New York city.

AN ADDRESS TO THE CONGRESS OF THE UNITED STATES. By Hannis Taylor, Maryland building, Washington, D. C.

THE WAR AND BUSINESS. By Otto H. Kahn, 52 William street, New York city.

HEALTH

THE INTER-DEPENDENCE OF THE NURSE AND THE SOCIAL WORKER. By Margaret F. Byington; THE PUBLIC HEALTH NURSE AND THE SOCIAL WORKER. By Mary S. Gardner. Reprinted from *Public Health Nurse Quarterly*, Cleveland. 7 cents.

CARE AND TREATMENT OF ALCOHOLIC AND DRUG ADDICTS, including a Directory of Public Institutions. By Joseph J. Weber, State Charities Aid Association, 105 East 22 street, New York city.

FACTS AND FALLACIES OF COMPULSORY HEALTH INSURANCE. By Frederick L. Hoffman, Prudential Insurance Company of America, Newark, N. J.

CAUSES OF DEATH BY OCCUPATION. By Louis I. Dublin. Bulletin of the U. S. Department of Labor Statistics. Whole No. 207. Industrial accidents and hygiene series No. 11. 10 cents. Government Printing Office, Washington.

GENERAL POPULATION AND INSURANCE MORTALITY COMPARED: A Discussion of the Mortality Experience of the Metropolitan Life Insurance Company, Industrial Department, and of the General Population—1915. By George H. Van Buren. 1 Madison avenue, New York city.

THE VITAL STATISTICS OF OLD AGE. By Louis I. Dublin. Reprinted from *New York Medical Journal*. Metropolitan Life Insurance Co., 1 Madison avenue, New York city.

THE APPLICATION OF THE STATISTICAL METHOD TO PUBLIC RESEARCH. Reprinted from *American Journal of Public Health*. By Louis I. Dublin, statistician, Metropolitan Life Insurance Company, 1 Madison avenue, New York.

MATERNITY INSURANCE AS A MEANS TO LESSEN THE DISEASE AND DEATH RATE OF MOTHERS AND CHILDREN. Reprinted from the *Medical Record*. By S. Adolphus Knopf, 16 West 95 street, New York.

PREVENTIVE MEDICINE AND BIRTH CONTROL. Reprinted from *Medical Times*. By S. Adolphus Knopf, 16 West 95 street, New York.

LIVELIHOOD

THE BUREAU OF PHILANTHROPIK RESEARCH. An agency for community self-analysis and co-operation. By Abraham Oseroff, United Hebrew Charities, New York city.

SHALL INCOMES DEVOTED TO CONTRIBUTIONS AND GIFTS TO CHARITIES, EDUCATION, RELIGION AND SOCIAL WORK BE TAXED? By Samuel McCune Lindsay, Columbia University, New York city.

THE TRAINING CAMP PROBLEM. War Service Bulletin, No. 3. The Joint Commission on Social Service of the Protestant Episcopal Church, Church Missions House, New York city.

HUMAN WELFARE. Address delivered at the National Arts Club by Thomas E. Rush, surveyor of the Port of New York.

ADDRESS BY CHARLES L. BROWN, president judge, Municipal Court of Philadelphia, at National Conference of Probation Officers, Pittsburgh, Pa. Municipal Court, 504 City Hall, Philadelphia.

THE VITAL STATISTICS OF OLD AGE. Reprinted from the *New York Medical Journal*. By Louis I. Dublin, statistician, Metropolitan Life Insurance Company, 1 Madison avenue, New York.

MISCELLANEOUS

CONSTITUTIONAL RIGHTS IN WAR-TIME. Published by American Union Against Militarism, Munsey building, Washington, D. C.

THE FIRST CASUALTIES IN WAR. By Harry Weinberger. Reprinted from *New York Evening Post*. American Union Against Militarism, Munsey building, Washington, D. C.

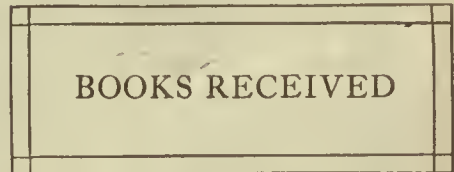
CONSCRIPTION AND THE CONSCIENTIOUS OBJECTOR TO WAR. Published by American Union Against Militarism, Munsey building, Washington, D. C.

PATRIOTISM AND PACIFISTS IN WAR TIME. Jane Addams. Reprinted from *City Club Bulletin*, Chicago.

INTEMPERANCE AND POVERTY; CAUSE OR EFFECT? From Bolton Hall's book *Thrift*. B. W. Huebsch, New York city.

WHAT DO YOU DO IN AMERICA? By Edith Terry Premer. Young Women's Christian Association, 600 Lexington avenue, New York city.

GENERAL POPULATION AND INSURANCE MORTALITY COMPARED. By George H. Van Buren, supervisor, Metropolitan Life Insurance Company, 1 Madison avenue, New York.



BOOKS RECEIVED

ARE WE CAPABLE OF SELF-GOVERNMENT? By Frank W. Noxon. Harper & Brothers. 328 pp. Price \$1.50; by mail of the SURVEY, \$1.60.

SEPARATION OF STATE AND LOCAL REVENUES IN THE UNITED STATES. By Mabel Newcomer. Longmans, Green & Co. 189 pp. Price 1.75, paper; by mail of the SURVEY, \$1.85.

COLLECTIVE BARGAINING IN THE LITHOGRAPHIC INDUSTRY. By H. E. Hoagland. Longmans, Green & Co. 130 pp. Price \$1, paper; by mail of the SURVEY, \$1.10.

ECONOMIC AND SOCIAL HISTORY OF CHOWAN COUNTY, NORTH CAROLINA. By W. Scott Boyce. Longmans, Green & Co. 293 pp. Price \$2.50, paper; by mail of the SURVEY, \$2.65.

THE HAND INVISIBLE. By E. B. Harriett. International Historical Society, Inc. 613 pp. Price \$1.75; by mail of the SURVEY, \$1.85.

WORKMEN'S COMPENSATION. By J. E. Rhodes. Macmillan Co. 300 pp. Price \$1.50; by mail of the SURVEY, \$1.60.

THE CHRISTIAN MINISTRY. By Chas. D. Williams. Macmillan Co. 131 pp. Price \$1; by mail of the SURVEY, \$1.06.

A HISTORY OF THE UNITED STATES. VOLS. I-IV. By Edward Channing. Macmillan Co. 575 pp. Price \$2.75; by mail of the SURVEY, \$3 per volume.

SOME PERSONAL RECOLLECTIONS OF DR. JANEWAY. By James Bayard Clark. G. P. Putnam's Sons. 36 pp. Price \$1; by mail of the SURVEY, \$1.06.

MY MOTHER AND I. By E. G. Stern. Macmillan Co. 169 pp. Price \$1; by mail of the SURVEY, \$1.10.

POVERTY AND ITS VICIOUS CIRCLES. By Jamieson B. Hurry. J. & A. Churchill. P. Blakiston's Son & Co. (Agt.) 180 pp. Price \$2; by mail of the SURVEY, \$2.15.

DOMINIE DEAN. By Ellis Parker Butler. Fleming H. Revell Co. 302 pp. Price \$1.35; by mail of the SURVEY, \$1.47.

THOMAS MAURICE MULRY. By Thomas F. Meehan. Encyclopedia Press. 247 pp. Price \$1.50, cloth; \$1, paper; by mail of the SURVEY, \$1.60 or \$1.10.

RUSSIAN COURT MEMOIRS, 1914-16. Anon. E. P. Dutton & Co. 315 pp. Price \$5; by mail of the SURVEY, \$5.15.

SECOND WIND. By Freeman Tilden. B. W. Huebsch. 169 pp. Price \$1; by mail of the SURVEY, \$1.10.

DOWNWARD PATHS. By a Trust. Macmillan Co. 200 pp. Price \$1; by mail of the SURVEY, \$1.10.

EDUCATION AFTER THE WAR. By J. H. Badley. Longmans, Green & Co. 125 pp. Price \$1.25; by mail of the SURVEY, \$1.31.

THE MENACE OF PEACE. By George D. Herron. Mitchell Kennerley. 110 pp. Price \$1; by mail of the SURVEY, \$1.06.

DOMESTIC SERVICE. By Mrs. George Weymss. Houghton Mifflin Co. 112 pp. Price \$1; by mail of the SURVEY, \$1.06.

THE PROBLEM OF HUMAN PEACE. By Malcolm Quin. E. P. Dutton & Co. 275 pp. Price \$3; by mail of the SURVEY, \$3.20.

PAPERS FROM PICARDY. By T. W. Pym and G. Gordon. Houghton Mifflin Co. 227 pp. Price \$1.50; by mail of the SURVEY, \$1.60.

OLIVER HASTINGS, V. C. By Escott Lynn. E. P. Dutton & Co. 404 pp. Price \$1.50; by mail of the SURVEY \$1.62.

IRENE TO THE RESCUE. By May Baldwin. E. P. Dutton & Co. 294 pp. Price \$1.50; by mail of the SURVEY \$1.62.

THE SONG PLAY BOOK. Compiled by Mary A. Wollaston. A. S. Barnes Co. 61 pp. Price \$1.60; by mail of the SURVEY \$1.70.

FOREIGN SERVICE DEPARTMENT

IN January the SURVEY called to this new desk Bruno Lasker, recently on the staff of the Mayor's Committee on Unemployment of New York, and previously associated for nine years in social investigations with the English economist and social reformer, B. Seebohm Rowntree.

Mr. Lasker brings to his task unusual technical equipment and acquaintance with men and measures abroad. Born in Germany, he went to England as a young man and was engaged for several years with Mr. Rowntree in his studies of unemployment, poor law reform and social insurance, of land and labor in Belgium, of housing and city planning in England and Germany, and of continuation schools in Germany and Switzerland. He was one of the principal investigators, both in England and on the continent, in connection with Mr. Lloyd George's "land enquiry." Mr. Lasker speaks three languages and reads more and has been identified with the Jewish and Quaker groups, perhaps the most internationally-minded among all peoples.

THE general endeavor of the new department is to aid in the discussion of American social problems by bringing together the results of current foreign experience and the judgments of foreign workers engaged in solving similar problems. More particularly, it will keep socially minded Americans abreast of legislative and administrative measures worked out under pressure of war which may be suggestive in our own development during and after the war.

It will exhibit the work of relief and reconstruction in Europe in its social and practical aspects, so as to provide American generosity with a background of first hand information.

It will interpret the social and constructive aspects of those tidal social movements abroad which, like the Russian Revolution, profoundly affect and influence the forces everywhere which make for progress and democracy.

It will follow those aspects of international negotiation and settlement which have to do with the safeguarding not only of the weaker nations, but of the weaker peoples within the strong nations in their culture, their welfare, and their liberties.

It will interpret the life, labor, aspiration and outlook of the various immigrant groups which enter into the American composition.

YOUR COOPERATION INVITED

THERE is a growing body of social workers who feel that at a time of world changes, affecting every phase of our life and labor, American social movements are challenged to think in broader terms; to see to it that, in the formative years ahead, the social values we have struggled for in American life shall be projected along with our trade expansion or our participation in international policy.

Among all these, this new department of the SURVEY should find friends. The editors are eager for cooperation not merely from present readers but from internationally and socially minded men and women everywhere. Correspondence, reports, monographs, first-hand information and interpretation of conditions and experience are invited.

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HOMER FOLKS

On the Tb. Firing Line in France

THE International Health Board of the Rockefeller Foundation announces the completion of its preliminary arrangements for the Commission for the Prevention of Tuberculosis in France. The commission will be headed by Dr. Livingston Farrand, president of the University of Colorado and for ten years the organizer and executive secretary of the National Association for the Study and Prevention of Tuberculosis. As associate directors, Dr. Farrand will be accompanied by Dr. James Alexander Miller, of New York; Homer Folks, of New York, and Professor Selskar M. Gunn, of Boston. Herman G. Place is secretary to the director.

Dr. Miller, who will take charge of those phases of the work relating to medical relief, is professor of clinical medicine in Columbia University, director of tuberculosis work of Bellevue Hospital and president of the Association of Tuberculosis Clinics in New York city. He is recognized as standing in the front rank of his profession in the field of tuberculosis.

Homer Folks is the secretary of the New York State Charities Aid Association and has, for many years, been prominent in modern health legislation and its application. He is a member of the Public Health Council of New York state and a former presi-

dent of the National Association for the Study and Prevention of Tuberculosis, as well as of the National Conference of Social Work. In addition to his connection with the commission, Mr. Folks will take charge of the tuberculosis relief work of the American Red Cross in France and thus assure complete cooperation in attacking this problem.

Selskar M. Gunn holds a professorship in the Massachusetts Institute of Technology, is the secretary of the American Public Health Association, and editor of the *American Journal of Public Health*. He has

had long experience in public health administration and in the working out of the new health laws of Massachusetts. His work in France will be specifically to take charge of the educational campaign which the commission proposes to inaugurate.

The high death-rate of France from tuberculosis even in normal times, plus the terrible increase of this disease since the outbreak of war (see the SURVEY, May 5) makes such prompt action of greatest importance. It is reported that fully 150,000 soldiers have been discharged because of tuberculosis; refugees and returned prisoners are breaking down from the same cause. The estimate of 500,000 cases is considered conservative.



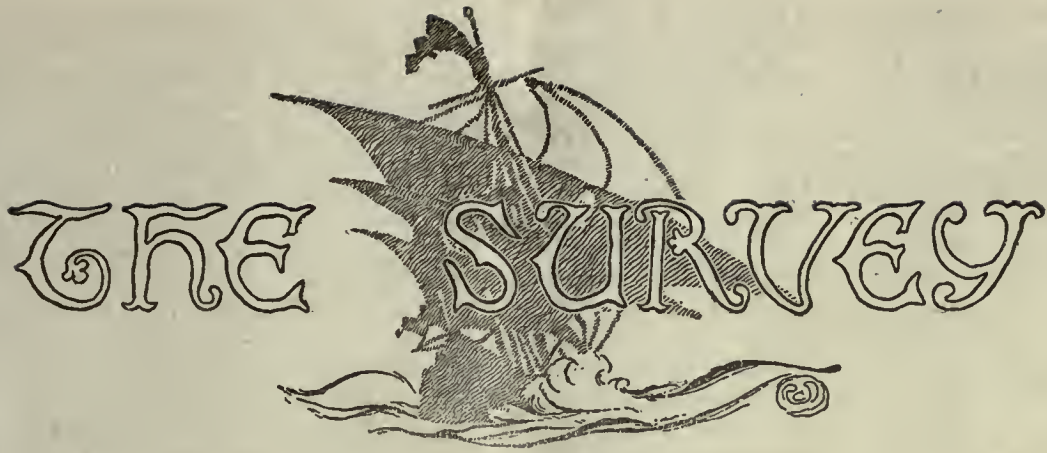
SELSKAR M. GUNN

New Business Executives for the Red Cross

TWO new appointments in the American Red Cross have been announced within the past fortnight by Henry P. Davison, chairman of the Red Cross War Council. John D. Ryan, president of the Anaconda Copper Company, succeeds as director-general of military relief Col. Jefferson H. Kean, who is to command the ambulance sections in France. Harvey D. Gibson, president of the Liberty National Bank of New York city, has been named for a new post, that of general manager, made necessary by the pressure of work upon the acting chairman, Eliot Wadsworth. Mr. Gibson has been chairman of the ex-

ecutive committee of the New York county chapter of the Red Cross, and he was head of the committee that went to Europe on the cruiser *Tennessee* to distribute gold to marooned Americans.

As general manager he will be, in effect, an operating field head of the Red Cross, under the acting chairman, for the whole country. He will direct the work of the chapters and it will be his purpose, said Mr. Davison, "to consolidate a great many departments and bureaus which up to this time have been functioning independently and are now to be brought into cooperation and directed toward a definite end."



Zones of Safety

Texas Cantonment Cities Made Safe for Health and Decency

NOT two months ago a man widely experienced in vice conditions in the United States was asked if there were any open red-light districts worse than the one in El Paso.

"Yes," he answered, "there is one. It is in San Antonio."

The letter of Secretary of War Baker warning these Texas cities that they must clean up their moral conditions if they expected to retain troops in their vicinities or to be selected as cantonment sites has acted on local public opinion, to quote one correspondent, "like the wind which sometimes blows the smoke from off a battlefield. It did not create sentiment so much as it uncovered it."

While even a few weeks ago a doctor who pleaded with the county medical society of San Antonio for their support in the elimination of the vice districts met with indifference and even ridicule, the sentiment in favor of such action crystallized into a movement of surprising strength as soon as it became clear that the war department meant what it said.

Three days after the ultimatum was delivered, scarcely a vestige of the old life remained in San Antonio. The windows of the houses of prostitution were boarded up; the segregated district was closed; the neighboring saloons went out of business. In April and May expectation of a large military camp had attracted to this city the worst elements from every part of the state. On April 19, when Fort Worth cleaned up, three car loads of undesirables came to San Antonio. No less than a thousand prostitutes were licensed and permitted to ply their trade both inside and outside the district. An investigator computed that the total number of prostitutes in the city, including those without registration card from the physicians of the health department, was possibly four or five times as great. During the encampments on the border the prevalence of venereal diseases among the troops stationed at San Antonio was greater than at any other camp or army post. Not many weeks ago, from one to two hundred prostitutes were concentrated for treatment at the Poor Farm in tents of Fort Sam Houston.

Here, as at El Paso, the change of heart was largely due to the keen desire to retain the troops and to be selected for cantonment sites. As one citizen expressed it: "Our citizens must choose immediately between the big business of

these women and their exploiters and the big business of 50,000 soldiers. Whom will they serve?" But there has also been a real change of heart on the part of many prominent business men who had previously been inclined to favor the retention of a segregated district. Raymond Fosdick had investigated vice conditions surrounding the soldiers and reported his findings to the secretary of war; M. J. Exner, in the April number of *Social Hygiene*, had published the results of his six weeks' studies on the border; Dr. Coulton had sent his story to the Bureau of Social Hygiene of the Rockefeller Foundation after a week's inquiry in San Antonio—the whole country had become aroused to the danger of these conditions to any large body of young men which might be quartered in their vicinity. It was only natural that so general a condemnation should stimulate to action the best forces in the state itself.

The editor of the *El Paso Herald*, a newspaper which had hitherto acquiesced in the policy of segregation, came out in a strong editorial for the enforcement of the law and urged "that as the segregated area had been established for forty years and had proven a failure, the city give the policy of non-segregation a trial of forty years before deciding against it." So the red-light district was given four days' time to close up, and on Saturday, June 9, the policy went into force and caused every crib and house to be vacated. None of them have been used since for immoral purposes. Already four of the houses have been rented, and "for rent" signs are on dozens of others. Houses which brought \$20 per week when used for immoral purposes are now rented for \$10 a month.

The chief of police at El Paso who, according to one correspondent, has always been opposed to the policy of segregation which he was obliged to administer, entered the new policy with enthusiasm and is working hard with his force to clean up apartment houses, hotels and other places which have been used for immoral purposes. He estimates that three-fourths of the professional prostitutes left the city with the closing of the district and that over half of the remainder have left since.

In the meantime a vigorous promotion of constructive action has been inaugurated in both cities. In El Paso the citizens have taken up the question of providing recreation fa-

cilities and places of amusement for the soldiers. A representative committee of men and women has been appointed by the chamber of commerce and is known as the Soldiers' Welfare Committee. A large public building is being opened to provide indoor amusements, reading and games. The largest park in the city has been made available for all kinds of outdoor sports. Free courses in French are being provided for any soldier who desires to study that language. C. C. North, of the National Playground Association, is cooperating with the local leaders in planning recreational facilities for the soldiers.

In San Antonio, a committee of citizens has organized in thirteen sub-committees: legal, commercial amusements, fraternal, special entertainments, city recreation, home department, religious, refreshments, welfare, civic and social, finance, education and library. The city is rich in scenes of historical interest and natural beauty which the soldiers will be glad to visit. It is rich also in commercial amusement enterprises; and this fact, with proper organization, is proving a great advantage rather than a hindrance to the provision of a varied and innocent program of recreation. Motion-picture theatres, first-class poolrooms, a skating rink, seven sight-seeing cars and other attractions are brought into requisition together with the municipal park system, golf links, tennis courts, baseball diamonds and bathing beach, and with many clubs of various kinds, singing and musical societies, band concerts and dances, the last named organized by the Y. M. C. A. and the Y. W. C. A. A room with six thousand feet of floor space is being fitted up as a "khaki club." A number of saloon keepers are transforming their premises into eating places where soft drinks will be served. The Catholic Women's Association has tendered the use of its pavilion and grounds where dances, moving pictures and musical programs are offered the soldiers.

General James Parker, commanding the southern department, has issued orders to every commander of the department to cooperate with the various committees empowered to work out the recreational features. The 55,000 soldiers in the department have been registered by a card system recording the preferences of each soldier in the way of recreation and amusement and whether he belongs to any church, society, lodge, fraternity or association. One feature which here as in other camps has been introduced with great success and universal appreciation is the so-called triangle scheme of communication between a mother in a distant state and her son in the army through another mother in the town or community where the soldier is stationed.

At a meeting of the San Antonio War Recreation Committee, a report was made of a canvass of Fort Sam Houston and Camp Wilson. It was found that 98 per cent of the soldiers voted that the closing of the segregated district was the best thing that could happen and that they were in favor of the enforcement of the law. Eighty-three per cent of the soldiers when asked, by another canvass, what sort of recreation they preferred when they went to town said "a good show and something good to eat."

The support which Texas is giving to the secretary of war and his commission on training camp activities is typical of similar activity in other states. The governor of California has written a letter to every health officer and chief of police urging complete enforcement of the injunction and abatement law, a vigorous pronouncement which is meeting with response. Key West in Florida closed up its segregated district in June. The legislature of Louisiana has before it a bill for a red-light injunction and abatement law which is likely soon to be passed into law.

Secretary of the Navy Daniels, on June 20, authorized a

statement concerning immoral conditions in the city of Newport, R. I., which he branded as dangerous to the health and morals of the young men gathered there in the great naval training station and the encampment of the naval reserve. In reply to a previous unpublished complaint by the secretary, the governor sent in a report from the mayor of Newport representing that there was no unusual degree of immorality in that city and generally minimizing the situation. A first-hand investigation by the navy department with the assistance of the department of justice revealed details even worse than those given in the complaints upon which it had acted in the first instance, and the governor was furnished with a list of some of the most notorious houses of prostitution and open gambling houses, also with details concerning the extent and methods of illegal sale of liquor to sailors and recruits. The controversy between the federal department on the one side and state and city on the other is not yet closed; in the meantime, the navy has stationed guards outside the worst vice resorts, thus effectively preventing their use by its own men.

Near the navy yard at Brooklyn, N. Y., and at other stations, steps also have been taken to protect the sailors and naval recruits from the lure of vice resorts. Illicit sale of drink, in most cases, is the most prevalent evil to be eradicated. But there has also been a considerable increase in non-commercialized vice which the police authorities are doing their best to suppress.

This is an aspect of the problem which the country is only beginning to realize in its full seriousness. The attraction of the uniform for young girls, the heroic part in which they cast the young fellows about to go across the ocean to defend the country, already have been the cause of many a downfall. The difficulty is that this tendency shows itself not only near the large encampments where it can be provided against by rational opportunities for soldiers to meet the young women of the community, but everywhere where men disport themselves in the admired khaki. Mrs. Elmer Blair, chairman of the General Federation of Women's Clubs, in a letter to the presidents of the state federations, says:

Very soon thousands of our young men will be passing through cities and towns en route to the training camps. In some they will remain a few hours; in others perhaps days. This will happen from the time they are first armed to the end of their term of military service. They will be more or less at liberty in such places. Provision should be made for their welfare and that of the communities they must thus visit. If left to their own devices, the situation is likely to breed vicious conditions, especially in connection with the sale of intoxicants, prostitution (professional and clandestine, particularly the latter), and consequent infection with venereal diseases.

She suggests the formation of state committees to map out ways and means of meeting and overcoming this evil. Such a committee would get to know the stop-off places and confer with its correspondents in these localities, urging the formation of local committees to see to it that soldiers on leave are afforded wholesome hospitality, provided with legitimate attractions and, in general, treated as guests and friends.

"The terrific pull-down of the military camp, as of all similar male group life, cannot easily be exaggerated," says Dr. Hilton Howell Railey in a remarkable series of articles just commenced in the *New York Evening Post*. "When large, heterogeneous bodies of men live under conditions of enforced intimacy as in an army mobilization, an unnatural state exists. There is a psychological tendency of leveling down to the lower element, a factor which greatly increases the moral strain on the recruit. . . . Now that war has removed the barriers of publicity and quickened the question in the public mind, the fight is on for a telling victory before American boys are transported to European battlefields."

(From the New York World.)

The Wets—And the West

By Elizabeth Tilton



THE LATEST HOLD-UP.

A cartoon sent broadcast by one of the publicity bureaus of the liquor interests.

THIS is war time and the great need is united effort. Thinking apart instead of together on burning issues spells weakness. This weakness is what we have seen in the fight on prohibition in the United States Senate, a house divided against itself—so divided that the President, to hasten the passage of the necessary food bill, asked the Anti-Saloon League to retire. They did retire, but the Drys in the Senate refused to retire, and a long and bitter contest seems the process over prohibition.

At such a time it behooves us to see how each part of the country thinks—because the plain fact is that the South and Far West see it all so differently from the East.

The following telegram sent by Senator Vardaman to the Dry leaders in Mississippi gives the Southern note.

The good old ship Prohibition, heavily loaded with the hopes of millions of consecrated women and men for nation-wide prohibition, sailing with fair winds and good prospects to the port of victory, was submarined day before yesterday by the President of the United States beneath about forty fathoms of beer and wine with one whole side knocked out. I am afraid some of the officers of the crew deserted before it went down. Will do my best to save the wreck, but it is my deliberate judgment that no power on earth except the people can raise it.

Capper's Weekly (Kansas), a paper that goes to 250,000 farmers, takes the same ominous note:

The President's intervention to save the brewers and let them continue to waste food grains comes jarringly just before Patriotic Sunday on which pastors were urged to ask all good women to register as food conservers.

The governor, we read, immediately wired Kansas congressmen that Kansas still demanded a bone-dry war.

The defeat is all the harder to bear to the mind of the South and West because even after the intervention of the President complete prohibition was lost only by eight votes. They believe that, up to the time that the President interfered, the Drys predominated.

Quite different is the attitude of the *New Republic* (not of Westerville but of New York). The President did a brave act. Seeing a long wrangle ahead, he took it upon himself to unharness the horse, prohibition, and thus he hoped to expedite the food bill. For the most part, the eastern press agrees. Prohibition is delaying the food bill and it is an outrage committed by a few men, for that is what the *Boston Transcript* calls the drys in the Senate and their vast constituencies in the South and the West, "a few men."

Now here are two great eastern fallacies that, for the sake of united thinking in war time, ought to be erased. The war prohibitionists are not "a few men," they are for the most

part representative of the South, the far West, parts of the middle West and East. Again it was not the wish of the prohibitionists that war prohibition should be a rider or amendment to a food bill. This policy was forced upon them by the very people now blaming them for using an amendment. The eastern press forgets that at the beginning of this war session, the southern and western Democrats in caucus voted to put war prohibition in their program. But the Tammany and Massachusetts Democrats threatened such dire reprisals if this policy were adhered to that the Democrats rescinded their action and promised not to vote for prohibition unless the President recommended it. This, of course, he did not do.

When the papers of New England and New York shriek aloud as they do every day because prohibition is on the food bill, they should give a louder shriek at Tammany and Massachusetts for forcing the bill to be a rider. If the shriek were loud and continuous enough, Tammany and Massachusetts might be forced to take back the promise they forced from the South and West, and we could have a straight war prohibition bill fought out on its merits after other pressing measures were out of the way.

So we bid fair to get a measure that, while it conserves the 39,000,000 bushels of grain going into distilled liquor, does not conserve the 68,000,000 bushels going into malt liquors; moreover, we seem likely to get a measure that does not do the one thing that really reduces wreckage from drink, namely, close the saloons. These will run precisely the same, selling not only beer and wine, but distilled liquor as long as the supply in stock lasts, and it seems probable it would last for many months. Of course the House may hold out for a more drastic measure, but it looks now like a "separate peace for wine and beer" and whiskey to burn, too.

The chief opposition to war prohibition comes from the East—from Illinois, Massachusetts, New York, Pennsylvania. The East is a business world, the kingpin men have the habit of mind of putting business first and general welfare second. Breweries are business; saloons are real estate, banks are lenders, and prohibition means business change.

But if the East did some thinking—and some studying—it would see that in the West business has been better, not worse, with the closing of the saloons. Breweries have not gone into bankruptcy, but have quickly adapted their plants to new and more productive industries. Money released from liquor has increased buying in other directions; hence new business has quickly absorbed the vacated saloons, and as for the working man revolting because his beer is taken away the fact is he comes out for prohibition. This is true of the labor federations of Washington and Colorado. And we read that the Alabama Federation endorsed war prohibition. Nothing holds the working man to the liquor business but fear that his brother, the bartender, may not get a new job. Assure him of that, and he'll vote for prohibition with a will.

Proof is on the side of the West which has prohibition; the sound political economy is there as well as the practical trial of prohibition. Union now means bringing those facts East as soon as possible. What the West and South want, they get (witness Wilson as President). But if we force them to get their present wish, "a dry war," only with a great struggle, we shall weaken our national front.

UNIVERSAL SERVICE AND THE CONSCIENTIOUS OBJECTOR

THE conscientious objector presents a social problem. From one aspect it is of course merely the one presented by any lawbreaker, but there is no more serious social problem than to discover appropriate penalties for lawbreakers of various kinds and educational methods for bringing potential offenders under social control before the irrevocable act has been committed. In another sense also the conscientious objector presents a social rather than an individual problem. He is a phenomenon of a transitional stage. There is no such thing in a nation which has long had universal compulsory military service, and, of course, there is no possibility of such an offense under a system of voluntary or mercenary armies. The conscientious objector appears when a nation, for what it deems adequate reasons, changes from a voluntary to a compulsory system, from an army of paid enlisted soldiers to an army recruited by conscription or selective draft.

Universal military service has an honorable history. In the old Roman Republic military service was a right, a privilege, as well as a duty of the Roman citizen. Under the Empire this service fell into decay. In medieval times the lord and his vassal may have been proud to perform their military obligations, but there was nothing that could be considered a citizen soldiery. The French Revolution from necessity and from an outburst of ardent patriotism rediscovered and applied the principle of universal military service, but later on the practice, if not the theory, fell into disuse. The modern German system owes its origin to the limitation which Napoleon imposed on Prussia's army after Jena in 1806. The army was kept within the stipulated size, but by systematically discharging men as soon as trained and filling their places it soon became the nursery of universal military training. The Swiss Federal Constitution of 1848 declared unequivocally that "every Swiss is bound to do military service, and upon this corner stone the thoroughly representative, economic and adequate military system of Switzerland has been built.

Historically, universal service has been associated with democratic ideals and institutions, as hireling armies have been associated with monarchy, and as a pseudo-universal system which countenances paid substitutes has been associated with aristocracy—or, more accurately, with plutocracy. It is not political theory, however, which has as a matter of fact determined acceptance of conscription. Nor is it considerations of abstract justice or of educational results, though both are urged in justification after the fact. Military necessity is the explanation—the necessity for larger armies than can be secured on any other basis. An orator in the debate on the famous French bill of 1798 expressed it when he declared that the armies of the revolution had no lack of zeal, or of devotion, or of bravery; "what they lack is soldiers."

The United States has decided, as every European country, including at last England, has decided, and as Canada, after a bitter contest, has virtually decided, that there is no other successful method of carrying on modern warfare except on a basis of universal military obligation. The selective draft does not require all to fight, but it does accept the principle of universal military obligation. Having accepted this principle, the nation cannot, of course, allow the exercise of private judgment as to obedience to the national will.

The nation may, however, allow alternative service with great liberality, recognizing that many occupations are of

SOCIAL FORCE

national importance comparable to that of military service itself. Quakers and Seventh-day Adventists may claim exemption under a special clause, but exemption boards are authorized to grant exemption on many grounds, not to classes, but to individuals, and they may appropriately recognize a preference for certain forms of service based upon conscientious scruples, as well as one based upon previous occupation or special skill.

The loyal citizen who responds with alacrity to the call of the nation is not necessarily the one who first and most eagerly seizes the opportunity to enlist in the army. He is rather the one who, with alacrity and hearty good will, accepts the decision of the nation as expressed by the constituted authorities as to where and how he shall serve the nation.

It is sound national policy not to create unnecessary dissatisfaction or to make any number of people feel that they have just grievances. The real slacker, the real traitor or seditious conspirator, are, of course, to be dealt with like other criminals, according to the gravity of their offense and the most effective means of social defense. The problem will be to avoid increasing their apparent number artificially by adding, through arbitrary and unnecessary severity in the interpretation of the laws and the regulations, those who are really patriotic, law-abiding and loyal citizens, but who, whether they derive their sentiments and their convictions from the teachings of Quakers or from the teachings of socialists or from their own inner consciousness, are averse to engaging in military operations. There is no reason to impute any superior morality or extraordinary depth of principle to such conscientious objectors. They will probably be of all degrees of intellectual ability and moral character. They will probably not have more than their proportion of those who in any proper sense possess the international mind or who have the power to participate in the reconstruction of society after the present crisis has passed. There will doubtless be some saints and certainly some sinners among their number. The social problem will be to give them no just grievance, to protect them in their rights, to give them a suitable opportunity for such national service as they can render, to exact from them a full share of the national burden, to avoid both coddling them and persecuting them.

The nonconformist has his honorable place in social progress. As a critic of existing institutions, as a prophet of better things, as a bold experimenter, as a dreamer of dreams, a seer of visions, as an inventor and builder, even as an iconoclastic destroyer, the nonconformist may be one to whom society is in debt beyond calculation. But extreme variations from type are not only biologically, but also from the point of view of economic and social advantage, subject to limitations. Society cannot tolerate the superman who is an exploiter, and society has always to try to redeem or to eliminate the parasitic dependent and the criminal. The conscientious objector belongs, for the most part, among no such extremes. Mild measures conceived in reasonableness and good will should prevent his becoming a serious annoyance. Like other citizens he owes allegiance to the nation, and it is incumbent on the nation to make that allegiance attractive, whatever sacrifice it may involve; or, in the case of the few

in WAR TIME

By Edward T. Devine

who fail utterly in their allegiance, to limit their power for harm by depriving them of every genuine claim of unjust treatment.

THE BISBEE DEPORTATIONS

THE I. W. W., the non-conformist of industry, has suddenly thrust a similar problem on certain western communities and indirectly on the state governments and the federal government. Of the obnoxious features of this organization—refusal to consider any trade agreements as binding, injuring machinery and tools to embarrass the employer, and the declaration of a general strike on every favorable occasion regardless of specific grievances, but with great regard to the degree of embarrassment and injury which will result to employers and to the public—it is the third, the fomenting of strikes simply as strategy in a continuing industrial war, that is of particular importance in a time when the nation is actually at war.

It is this policy, this myth, as their French prophet, George Sorel, called it, of the general strike, that plays into the hands of the enemy whether by direct conspiracy or simply by the general harmony of interests. German money may or may not be supplied to the leaders of this movement. Probably German money is now rather scarce, and probably representative I. W. W. leaders would scorn financial inducements to promote a cause for which they have been ready enough to suffer martyrdom. Nevertheless the fact is plain that agitation to stop mining, mill work, railways or above all farm work—not because particular men have a grievance or a dispute with employers, but for the very sake of crippling industry and bringing confusion and disaster to the nation—is of very great assistance to the enemy and may be an even more serious offense than a refusal to bear arms or agitation against conscription.

Society has a right to protect itself by lawful means against this danger. If the existing laws are not adequate, probably emergency legislation conferring extraordinary powers on federal executives could readily be secured. In the present temper of public opinion no demonstrable danger of this kind is likely to be left unguarded.

The sheriff and citizens of Bisbee, Arizona, have taken another and the wrong course. They have summarily sent out of their town and out of the state hundreds of strikers and their sympathizers, some of whom are said to own houses in Bisbee, some to have been investors in liberty bonds, some well known and reputable citizens. The condemnation of their methods, however, does not rest on these exceptional victims. The deportation, without a hearing or any process of law, of a single striker, or of a single strike-breaker, would equally raise the whole question of law and order. The negroes of East St. Louis and the miners of Bisbee are entitled equally with all other citizens to protection in their lives, their liberties and their civil rights. Inasmuch as the state militia has been called into the federal service, and few of the states have as yet, like Pennsylvania, a constabulary fit to cope with such disturbances, the obligation is obviously on the federal authorities to do what is necessary and insure such protection. Behind this immediate and obvious obligation lies the more

difficult task of stamping out the spirit of violence, and creating a society in which no one shall feel justified in appealing to it for the redress of grievances.

THE ALLIANCE AGAINST TUBERCULOSIS

THE American Red Cross and the Rockefeller Foundation have joined hands in responding to the appeal from France for help in saving the war-scarred remnant of the population from the ravages of tuberculosis. France is a heroic nation, but she is not an empire like Britain, or a rapidly increasing people like Germany or Russia, or one which is attracting immigration like Canada or the United States. Her deaths from battle and from disease will be net losses, to be recovered at best gradually, even under favorable conditions.

A beautiful volume has recently appeared from the press of the society for American Fellowships in French universities, which is intended to be an act of homage to French science, a just tribute eagerly paid to the scholars of France from their American colleagues. The editor of the volume refers to the great place of France in the world of knowledge—the place that she always has held and always will hold. If France is to hold her place, not only in science but in diplomacy, in civilization and in material prosperity, the drain upon her population must speedily be relieved.

Before the war her death-rate from tuberculosis was relatively high and the movement for the prevention of this most fatal of diseases had made less headway than in other leading nations. The war came upon her people with an overwhelming rush—stopped at the Marne, but only by summoning instantly her whole available military strength. There was less than the normal time for the physical examination of recruits. Incipient consumptives are proverbially sanguine, ambitious, unwilling to reveal their condition, frequently unaware of it. They flocked to the colors by the tens of thousands; but they quickly succumbed to the irregularities and hardships of trench life. They infected their comrades, and on their discharge they became foci of a more general infection. All this occurred in other countries also. Canadian training camps have sent many patients to tuberculosis hospitals and sanatoria instead of to France. Hospital trains swing to and fro in Sweden every month carrying moribund consumptives from prison camps in Germany and Russia who are to be allowed to die at home.

But in France and Belgium the conditions have made the danger very serious and justify the extraordinary efforts which are now at last being made, in cooperation with the French civil and military authorities, to check the disease. To Dr. Livingston Farrand, Dr. S. M. Gunn, Dr. James Alexander Miller, Homer Folks and their associates both in the Red Cross and in the Foundation, all physicians and sanitarians, all social workers and public-spirited citizens—all those who love France and those who have faith in American health measures, will bid a god speed and a fervent wish that the seed they sow may bear fruit a hundredfold.

THE editor of this department will welcome questions from readers, and suggestions as to topics which they would like to see discussed in these pages. Information from all parts of the country about conditions due to the war, and consequent developments in social work, will also be appreciated.

COMMON WELFARE



PLANNING FOR PEACE DURING WAR TIME

THE British Reconstruction Committee, originally appointed by Mr. Asquith, was reorganized by the present government in March when Premier Lloyd George himself assumed the chairmanship and, among others representative of different phases of the country's social and industrial life, appointed such well-known reformers as Prof. W. G. S. Adams, B. Seebohm Rowntree, R. R. Clynes, M. P., Mrs. Sidney Webb, and Dr. Marion Phillips.

The appointment, on July 17, of Dr. Christopher Addison, a man of wide social sympathies and great administrative ability, as Minister of Reconstruction promises well for the success of the committee's operations.

In June the executive committee of the Labor Party presented to the prime minister resolutions approved at the Manchester annual conference dealing with demobilization, restoration of trade union conditions, maintenance of the standard of life, legal minimum wage, franchise reforms and other topics. In his reply, Mr. Lloyd George welcomed the various suggestions made and urged an immediate, thoughtful consideration by all the classes affected of the problems which will have to be faced when the war is over, whether that event be soon or remote. He said:

There is no doubt that the present war presents an opportunity for the reconstruction of the industrial and economic conditions of this country such as has never been presented in the life of the world. The whole state of society is more or less molten, and you can stamp upon that molten mass almost anything, so long as you do so with firmness and determination.

There is no time to lose. I firmly believe that what is known as the after-the-war settlement is the settlement that will direct the destinies of all classes for some generations to come. The country will be prepared for bigger things immediately after the war than it will be when it begins to resume the normal clash of selfish interests. I believe the country will be in a more enthusiastic mood, in a more exalted mood, for the time being—in a greater mood for doing things; and unless the opportunity is seized immediately after the war, I believe it will pass away, far beyond either your ken or mine

and, perhaps, beyond our children's. . . .

I am not afraid of the audacity of these proposals. I believe the settlement after the war will succeed in proportion to its audacity. The readier we are to cut away from the past, the better are we likely to succeed. I hope that every class will not be hankering back to pre-war conditions. . . . Think out new ways of dealing with old problems. Don't always be thinking of getting back to where you were before the war; get a really new world.

While electoral reforms are already being shaped by Parliament, the new reconstruction committee has created a number of sub-committees which will report on demobilization, trade union regulations, minimum wage legislation, nationalization of railways, women in industry, taxation and other vital factors in safeguarding the coming peace against disruption in the national life, in combating poverty and in stimulating a healthy industrial progress.

In the meantime, various government departments also are laying elaborate plans, and in some cases are making actual preparations, for meeting the social problems which will arise at the end of the war. Lord Rhondda, president of the Local Government Board, recently received a deputation of the National Housing and Town Planning Council, representing many city, county and rural district councils, which urged that local authorities should be required immediately to meet the shortage of small houses which will arise when the army is demobilized. They proposed a system of grants in aid sufficient to bring the cost of single-family houses down to

the prices at which they could have been built before the war and advocated the concentration of future municipal housing enterprise on model suburbs with ample garden room for each house.

Harold Shawcross, chairman of the council, estimated that to overtake the lack of building during the war and to enable the abolition of slums, it would be necessary to build about 160,000 houses a year for ten years. Hayes Fisher, parliamentary secretary of the board, estimated that the immediate shortage of houses was approximately half a million. He advocated a free grant of money towards the building of houses in addition to the facilities already enjoyed by municipalities for borrowing up to 90 per cent of the capital required from the treasury at the lowest possible rate of interest.

Mr. Munro, secretary for Scotland, intimated that the Housing Committee of the Royal Commission in Scotland also had under consideration far-reaching schemes for increasing the supply of workmen's houses.

TWENTY YEARS' PROGRESS OF JEWISH NATIONALITY

RECENT elections for the American-Jewish Congress to be held in November have shown a large majority in favor of Zionism. Opposition to establishing in Palestine a Jewish state has dwindled as during the three years of war Jews, patriotically shouldering the burdens of their various countries, have found themselves confronting each other across every battle line. Thus the nationalist sentiment was bound to be strengthened even among those who previously were rather inclined to doubt the wisdom of complicating the religious claims of Judaism with national aspirations. But the twentieth annual Zionist convention recently held at Baltimore showed that a Jewish nation, though not a Jewish state, is already in existence.

Its keynote, expressed in speeches by the president, Harry Friedenwald, by Justice Louis D. Brandeis, Horace M. Kallen, one of the leaders of the Zionist movement in the universities of America, Rabbi Stephen S. Wise and others, and

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warmly applauded by the thousand or so delegates, and by the large attendance of Baltimore Jews at the general meetings, was the disparagement of any efforts to ask favors for a Jewish Palestine as for a charity, and emphasis on the view that the future of the Jewish state is a thing that must and can only be settled by the Jews themselves on the broadest basis of democracy. Judge Julian W. Mack, of Chicago, said in his address:

Palestine is not to be the haven of refuge for the oppressed; we do not want a commonwealth in Palestine merely in order to enable the poverty-stricken refugees to find another place toward which to flee. We want Palestine for the Jewish people because the Jews are a people and because every people if it wants to develop itself to its fullest capability and thus make its own contribution to the civilization of the world needs a homeland, and an ancestral homeland, for the continuation of its history, its traditions.

The convention did not discuss in detail the more difficult problems which must inevitably arise before a new state can be created in a land hallowed by so many and various religious traditions. The SURVEY has, however, been informed on good authority that the Zionist solution of the Jewish question has the sympathy of the Roman Catholic Church which will consider its interest in the government of the Holy Land satisfied by some arrangement which would convert the sacred precincts in and around Jerusalem into extra-territorial domains. Such an arrangement is entirely in keeping with the Zionist program.

The question of official support for the Zionist plan brought forth acute dissension at the convention of the United Synagogues of America held at New York on July 2. A resolution was adopted by a narrow majority recommending the election of a delegate to represent the organization at the Jewish congress and expressing "its faith in the fulfilment of our ancient Zionist hope and the early restoration of Palestine as the Jewish home land and as the means for the consummation of the religious ideals of Judaism." Cyrus Adler, re-elected the president the previous day, as a result resigned this office. His objection to the resolution was due to the belief that it would produce the impression that the Jews of the United States were organizing themselves into a nationalistic group.

Recent accounts of the treatment of the Jewish colonists in Palestine differ. While Ambassador Elkus cabled from his sick bed that some of them were exaggerated, reports have been received showing that orders for the evacuation of the principal Zionist colonies south of Jaffa had actually been put into operation, and that total evacuation was only prevented by timely outside inter-

vention. One point of significance is that, in spite of their apprehensions, none of the pioneer colonists have attempted to leave the country. They are holding on to their agricultural holdings and organizations with the confident expectation that when this war is over the persecution from which they now suffer and have suffered so long will end forever.

MORE OF THE MOONEY TRIALS

THE prosecution in the San Francisco bomb trials have at last put on the stand Martin Swanson, the private detective who played so prominent a part in working up the evidence against the defendants. In the SURVEY of July 7, the story was told of the allegation against Swanson, made by two of the defendants, that prior to the Preparedness Day explosion he had offered them each \$5,000 to furnish evidence that Thomas J. Mooney, another defendant, had destroyed with dynamite property belonging to the United Railroads. Although challenged by the attorneys for the defense to let Swanson take the stand to refute this testimony, the district attorney did not call him in either the Billings or the Mooney trials.

Near the close of their introduction of evidence in the trial of Mrs. Rena Mooney, however, the prosecuting attorneys called Swanson to the stand. On cross-examination he denied having offered money to induce either Billings or Weinberg to testify against Mooney. He admitted having had a conversation with Weinberg about the United Railroads dynamite explosion, but he declared that Weinberg began it.

The defense is now having its innings in the Rena Mooney case. The prosecution rested its case early in July without calling as a witness Oxman, the Oregon cattleman whose testimony is regarded as having been the determining factor in convicting Thomas J. Mooney, and who is about to be tried on the charge of subornation of perjury. Since Oxman is the only witness who has ever identified Mrs. Mooney as having been at the scene of the crime, his absence left an important link in the chain of evidence unforged.

New evidence introduced against Mrs. Mooney, that was not presented in the other trials, involve an alleged remark attributed to her when on the roof of the Eilers building, watching the parade, and the alleged purchase of a small quantity of niter. One witness testified that he heard Mrs. Mooney comment on the probable effect of a machine gun if it were directed at the marchers. This story is denied by others who were on the roof at the same time.

A stevedore named Samuels testified that some time prior to the date of the

Preparedness Parade, Mrs. Mooney came to the dock when he was helping to unload a ship and secured from him several pounds of niter, that having been a part of the ship's cargo. The prosecution contends that this was to be used in the making of an explosive in the Mooney apartment.

Samuels' value as a witness was somewhat lessened on cross-examination. He denied that anyone from either the district attorney's office or the police department had talked with him about the case. When it developed later that Assistant District Attorney Ferrari, who is conducting the Rena Mooney prosecution, and Samuels' own brother, who is a patrol-wagon driver, had called upon Samuels and discussed the case with him, he admitted that someone had called, but that he had failed to recognize either the attorney or his brother!

Judge Sewell, after much deliberation, has dealt the prosecution a severe blow by ruling out testimony introduced for the purpose of showing that a conspiracy to use violence against capital and against the government has existed since 1913, and that Mrs. Mooney was a party to the conspiracy. A similar line of testimony was ruled out in the Billings case. It was not offered during the trial of Thomas J. Mooney.

SOCIAL UNIT DISTRICT CHOOSES ITSELF

THE district in which the social unit plan is to be worked out in Cincinnati has selected itself. This plan, to which reference was made in the SURVEY for April 22, aims to develop, in a typical district of a typical city, a democratic organization of citizens to work out for themselves the meeting of their own social needs, with the democratically organized assistance of the respective professions skilled in solving the various problems met. It aims to consolidate, as rapidly as feasible, the various social services of this district; to meet in so far as possible the needs of all of the people, rather than of an indefinite percentage of them, for each of these services, and to place the control of the policies of the unit entirely in the hands of the local citizens, advised by the best skill of the neighborhood, of the city and of the nation.

The choice of Cincinnati as the city in which the idea is to be developed was based chiefly upon the eagerness shown by its citizens to have the plan come to their city and their readiness to work actively in it. Six months have been occupied in winning the understanding and the enthusiastic support of the various groups in the city whose cooperation was essential to success. Leading business men are now associated prominently with the organization; the labor unions have been won over and are officially represented; social agencies

have pledged their support even to the point of agreeing to give up their work in whatever district is chosen whenever the unit is ready to take it over; the medical profession has endorsed the plan through the Academy of Medicine and through local medical organizations; prominent Catholics, Protestants and Jews are associated with the movement, and the city government has given its official sanction to the idea through the acceptance by the mayor of the honorary leadership of the organization; by his appointment of a representative of the city department on the Occupational Council; by the election of a representative of the Council of the city of Cincinnati to serve on the same board; and by the ex-officio membership of city officials on all group committees whose work touches their field.

Following the precedent set in the choosing of Cincinnati as the city in which the social unit experiment should be tried out, the various neighborhoods within the city were given the opportunity to express their interest in the movement. A city-wide referendum was conducted through the public schools to determine the sentiment of the various neighborhoods. Ballots, accompanied by a brief explanatory leaflet drawn up by the advertising experts of the city, were distributed to all the public school children. These ballots were returned by over 5,000 families representing 25,000 people, nine out of ten of them urging the location of the experiment in their neighborhoods and promising their cooperation toward its success.

The citizens of six different districts undertook active campaigns to secure the unit. In one neighborhood resolutions of invitation were passed by twenty-five organizations, including churches, women's clubs, civic organizations and lodges. Seventy letters were written by individuals from this district asking to be allowed to participate in the experiment. Petitions were circulated by local people and were signed by over 1,850 persons. A large delegation of influential citizens of the neighborhood waited on the executive committee to extend an urgent personal invitation. Both in this district and in the city at large the social-unit idea seems to have released latent civic energy and created new social visions.

When the locality has been selected, the first step will be to encourage the organization of a citizens' committee in each block of the district. Each of these committees is to select an executive as representative of its block in the citizens' council of the district. These executives will be paid for the time devoted to their work. Their first task will be to get acquainted with the mother of every baby in their respective blocks and to encourage these mothers to bring their babies

to the clinic which the unit organization will establish.

Following the democratic ideals of the plan, all medical work carried on within the unit will be organized by and under the control of the physicians who practice there. These physicians will be expected to designate the doctors who are to do the work of the clinic as well as their supervisors. Both the supervisors and the clinic physicians are to be paid for their work at rates to be determined by the district doctors. The Cincinnati Academy of Medicine will also appoint special committees to act as an advisory body to the local physicians when so requested.

The form of organization thus developed in connection with work for babies will be followed out in meeting the other needs of the district.

TRACING TYPHOID TO A DAIRY

PRIOR to March of this year, cases of typhoid fever were being reported to the health authorities of St. Louis at the rate of two to four cases a month. But during the early part of March six cases were reported. All of these were in children. One month later seven more cases developed, all in the neighborhood of the Jewish Educational and Charitable Association. As these cases were in children and young people, it seemed most probable that the infection was milk-borne and that they were all from a common source. An investigation which followed proved that all of these families obtained their milk from the same dairy.

When this data, gathered by Dr. Samuel T. Lipsitz, was brought to the attention of the health authorities, the offending dairy, located in the most congested poor district in the city, was closed and an inspection of the entire milk route was made. Thirteen more cases were

brought to light in this simple way.

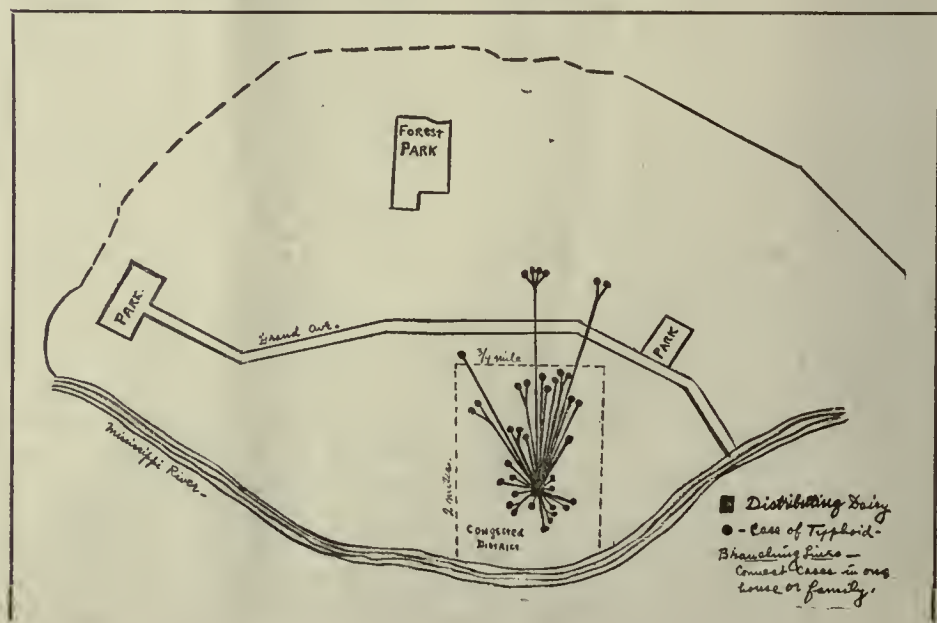
An attempt to locate the ultimate source of infection was made. The local distributing dairy obtained its entire milk supply from a dairyman located in the outskirts of the city. This man supplied milk to two other distributors; but since on neither of their routes were there any cases of typhoid, it was apparent that the suspected dairy itself was at fault. There were no cases of typhoid at any of these dairies nor was there any evidence that typhoid had been there. No typhoid carriers were found.

But there were no provisions for sterilization of bottles nor pasteurization of milk at the local dairy. Hence it must be concluded that the most likely cause of the dissemination of infection was the delivery of milk to a house in which typhoid fever was present. The bottles became infected in some manner, were returned to the dairy, filled with milk or washed together with other bottles, and in this way the infection was spread.

Fortunately, the moment the dairy was closed the outbreak was checked. The only new cases that developed afterwards were those that were incubating at the time.

Thirty-six cases of typhoid in all resulted from this outbreak, 72 per cent of them in children under sixteen. Though typhoid is almost unknown in children under two years of age, one of these cases was in a child one year of age, two were 1½ years old, one was 2½ years old, one 3 years old, two 4 years old, etc. Out of this series, three children died of complications.

To save those in the immediate families and in the neighborhoods from developing typhoid fever, some 1,740 injections of typhoid vaccine were administered by the health authorities. None of those who were vaccinated have developed typhoid fever.



POLITICAL POWER IN THE HANDS OF A WOMAN

AN order signed by Secretary of the Treasury McAdoo on the night of July 9, following a single day's hearing before a departmental committee on the complaints against long hours of work in the Bureau of Engraving and Printing, has restored the eight-hour schedule in that establishment. More than 4,000 employes—a majority of them women—are affected. Tables filed by Director Ralph showed that the bureau's operation had been so managed that large numbers of both men and women had been compelled to work twelve and even thirteen hours a day. While the worst of this overtime had characterized only the past four or five months, overtime work had been going on in the bureau at intervals for several years past, thus contradicting the excuse that the situation was due to press of war work.

Emancipation of the bureau employes from these dangerously long hours of employment is the direct outcome of an announcement by Representative Jeanette Rankin that she had collected evidence of the overwork in the bureau, and that she proposed to seek a congressional inquiry into conditions in the plant. Previous efforts to interest Secretary McAdoo in the situation had been made by the officers of the National Consumers' League, the National American Woman Suffrage Association, and the National Women's Trade Union League. Director Ralph and Secretary McAdoo had withstood their appeals and protests.

Miss Rankin's announcement was made on June 30. On the following day fifty women employes of the bureau called on her at her home, offering to testify as to the hardships of the twelve-hour day in the government's "model printing establishment." Local press support was immediately forthcoming. Within a week, Secretary McAdoo stated that he had named a special committee, comprising an assistant secretary of the treasury, the auditor of the interior department, and the chief clerk of the treasury department, to investigate the basis of the complaints.

When the committee began its work, on the afternoon of July 9, some 200 women from the bureau were present, seeking the opportunity to testify. Forty-six of them were heard in six hours. The committee was impressed both by their statements and by their pale and worn appearance. At the close of the day's hearing it submitted to Secretary McAdoo a preliminary report, stating that the printing of the Liberty Bonds and other matter had imposed a great additional burden upon the bureau, but that "all pressing orders are now well in hand," and recommending an eight-hour day, for six days a week.

"It remains, however," continues this report, "that certain other matters, such as allowances of Saturday half-holidays, revocation of leave of absence and permission to take civil service examinations for employment in other branches of the government service, are yet to be inquired into and made the subject of a supplemental report.

On the following night a mass meeting was held in the dining hall of the bureau, attended by some 500 or more of the employes, to protest against the change to the shorter day, on the ground that the employes were unable to earn sufficient wages in the eight hours, and on the further ground that they desired that the work of the bureau be not "inconvenienced" by any such alteration of its time schedule.

Miss Rankin thereupon declared that she was still unsatisfied, since it was evident that the women should be paid a sufficient rate per hour to make an eight-hour day acceptable to them all and that the present scale of twenty to twenty-eight cents an hour (the same amount is paid for overtime) is not a living wage. She proposes to seek support in Congress for a bill which will establish the eight-hour limit for the employment of women in all government offices and plants, and to follow this with legislation providing a fair wage based on the eight-hour schedule. This proposed legislation will scarcely be taken up before next December, as the House committees are unwilling to grant hearings on any but war measures.

ENFORCEMENT OF THE FEDERAL CHILD-LABOR LAW

AT a hearing to be held in the office of the assistant secretary of labor, July 24, producers, manufacturers, dealers and others will discuss regulations for carrying out the provisions of the federal child-labor law of September 1, 1916.

The child-labor law becomes effective next September. It applies to establishments whose products are shipped in interstate commerce the following restrictions: No child under sixteen can legally be employed in any mine or quarry at any time; no child under fourteen can legally be employed at any time and no child under sixteen more than eight hours in any workday, more than six days in any week, or before six a. m. or after seven p. m. in any mill, cannery, workshop, factory, or manufacturing establishment.

The regulations under discussion, which have been drafted in tentative form, are concerned with proof of age, the conditions under which state employment certificates will be accepted by the federal authorities, the form of the producer's guaranty by which a dealer can protect himself from prosecution, and other details of administration. In a

preliminary statement issued by the advisory committee to the board named in the act for making and publishing uniform rules and regulations, it is made clear that enforcement of the law will depend largely upon preventing the issuance of false certificates of age.

Grace Abbott, who has been placed in direct charge of the enforcement of the act by Julia Lathrop, chief of the Children's Bureau, gives this opinion as to the number of children affected and the present outlook for enforcement:

It is impossible to say with accuracy how many children will be taken out of industry by the United States Child Labor Law. It affects, of course, only the mines, quarries, mills, canneries, workshops, factories and manufacturing establishments which ship in interstate or foreign commerce. In many states the standards of age and hours of work set by the state laws are as high as the requirements of the federal act, a few state standards are higher; in a larger number they are below the federal standard. On the basis of the figures of the Thirteenth Census, which are now more than seven years old, we can say that the 27,023 children under fourteen years of age who were employed in manufacturing and mechanical establishments will be released; that the 17,667 children under sixteen years of age who were reported working in mines and quarries will no longer do that dangerous work. How many of the children between fourteen and sixteen who have been employed for ten, eleven and even twelve hours a day in the past will not be employed when their legal day is cut to eight hours, no one can say. There were, in 1910, 119,690 of these children between fourteen and sixteen employed in states where they were not protected by an eight-hour law. These figures do not include the large numbers of young children that have worked during the busy months of August and September in canneries. The federal law specifically includes canneries, while in such states as Maryland, Delaware, Virginia, Michigan, and Indiana they were exempted under the state Child Labor Laws. Vacation and poverty exemptions cannot be used under the federal law.

Apparently the only demand for the suspension of the law comes from those who were interested opponents to its passage. English testimony as to the mistakes made in sacrificing the children is apparently convincing proof to the American public that the war must not be won at the cost of the children. The fact that child labor or compulsory education laws were strengthened in states as widely separated as Arkansas, Illinois, Kansas, Oklahoma, Tennessee, Texas, and Vermont during the confused months that have just passed is indicative that the American public is ready to listen to the warning which English experience has given us and will refuse to sacrifice the children under sixteen.

Inquiries are coming from all over the country as to the provisions of the law, and there is every indication that employers are preparing to observe it. The provision that dealers may protect themselves from prosecution by securing from manufacturers and producers a guaranty that the goods they purchase have been produced in establishments in which the standards laid down by the federal child-labor law have been followed will be an aid in enforcement. Wholesale dealers everywhere are already, as a matter of self-protection, requiring contracts for fall delivery to contain such a guaranty. State inspectors expect that the alternative opportunity which they now have of bringing offenders before the federal courts will

make for much greater uniformity in enforcement.

In some states compulsory education laws are still to be passed, and in others good laws go unenforced. In some states something approaching adequate provision is made for these unfortunate groups of children who because of the death or the poverty of their parents should be supported until they are physically and mentally prepared for self-support. In a larger number of states no such far-sighted view of the welfare of the state has been taken. . . . We are hearing much of the expansion of nationalism at this time. It can express itself in no better way than in giving to the children of all parts of the country something approaching an equal opportunity to become strong, intelligent, and independent citizens.

PROTEST AGAINST A MUZZLED PRESS

NEWSPAPERS and magazines containing any statement or suggestion hostile to what Postmaster-General Burleson or the postmasters of the country believe to be national interests protected by the espionage act will be denied the use of the mails. Specifications as to what will be held by the postmasters, or their chief, to be in violation of this law, will not be given in advance of the suppression. Any publication feeling itself injured may seek from the courts an injunction against the postal authorities.

This, in substance, is reported to be the stand of the postmaster-general by members of a committee which called

upon him on July 16. By it he justified the holding up of one or more editions each of some fifteen Socialist publications, including the *American Socialist*, *International Socialist Review*, *The Masses*, *Cleveland Socialist News*, *Michigan Socialist*, *St. Louis Labor*, *Social Revolution* and *Texas Rebel*. During the three hours of his debate with this committee of protest, the editor of the *Cleveland Socialist News* was answering the first summons from the department to show cause why his paper should not be denied the second-class mailing privilege. Similar summons has been sent to the *American Socialist*, official national organ of the party. Mr. Burleson declined to discuss this phase of the dispute, on the ground that it must be taken up with the third assistant postmaster-general.

Morris Hillquit, of New York; Clarence Darrow and Seymour Stedman, of Chicago, and Frank P. Walsh, of Kansas City, appeared as counsel for the Socialist party organization and its press. Amos Pinchot spoke for the Civil Liberties Bureau of the American Anti-Militarist League. Editors of many of the suppressed publications were also present.

Mr. Walsh and Mr. Pinchot especially urged the social menace in the attempt to prevent free expression of political views in the United States at this period of our national development. Mr. Walsh declared to the postmaster-

general that no suppression of the printed word would stifle thinking, or prevent the rapid transmission of the ideas of men and women denied the legal right to speak as freely as their neighbors.

Similar protest was made by the committee at the Department of Justice, where Assistant Attorney-General Heron met them. He indicated that the Department of Justice would probably issue a statement which would serve as a guide to publications and to writers criticising the officials and acts of the government, by pointing out the illegality of certain statements already published and held up at the postoffices in various cities.

Solicitor Lamar, of the Post Office Department, who has been in direct charge of the suppression of offensive publications, was not present at either of these interviews. His position has been that outlined by the postmaster-general, except that he has also, according to report, threatened prosecution of the individuals who have written the articles upon which suppression of the issues of these papers has been based. Like Mr. Burleson, he declines to specify the exact point at which the law has been violated. To individual inquirers he has declared that the general tone of certain publications has been in violation of the espionage act, as tending to retard voluntary enlistments in the army.

Socialist editors present at Monday's conferences stated that because they had been unable to secure permission to use the mails, at least three of the papers affected would cease publication. Others would await for a few weeks the development of possible protest in Congress and throughout the country. It was stated as certain that a group of senators would raise the issue in Congress, in order that the rights of publishers during the remainder of the war period might promptly be defined.

The great newspapers of the country were strong enough to defeat the censorship provisions of the espionage bill, as originally drafted, which would have clamped down on opinion as well as military facts. What was resisted in the case of the large journals has been attempted in the case of the small, through the Post Office Department, including not only the Socialist press, but such militant pacifist periodicals as *Four Lights*. Yet the same machinery could be employed with respect to the mail editions of the metropolitan press; and it remains to be seen whether, as a matter of ultimate self-interest as well as of equal rights, they take up the cause of the banned periodicals.

One of the most serious criticisms lodged against the whole proceeding is that censorship is susceptible to abuses at best when vested in some responsible tribune, but here it is practically put in the hands of hundreds of postmasters the country over.

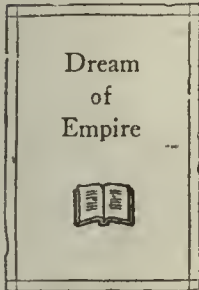
Cesare, in the New York Evening Post



Book Reviews

CENTRAL EUROPE

By Friedrich Naumann. Alfred A. Knopf. 351 pp. Price \$3; by mail of the SURVEY, \$3.16.



By dwelling upon the writings of Treitschke, Bernhardt and other writers no longer living, many American interpreters of German aspirations have overlooked the much greater present influence of contemporary publicists such as Rohrbach, Kochler, Franz von Liszt, Lamprecht, Harden, and the former pastor,

Friedrich Naumann. The last named, as a member of the Reichstag, editor of *Die Hilfe*, founder and leader of the *Deutsche Volkspartei*, is one of the greatest powers in the Germany of today. Starting from intense interest in legislative, social and fiscal reform, he did not, like Bryan in this country, and Lloyd George in England, take for granted the stability of his country's foreign relationships but for long included in the objects of his political activity far-reaching aims of external economic and imperialist expansion. His *Neudeutsche Wirtschaftspolitik*, published about ten years ago, was one of the most widely read expositions of the policy of pan-Germanism applied to the economic and diplomatic fields.

Naumann is gifted with the typical German intellectual adaptiveness to new conditions; and we are not surprised to find that in this new work, while in essentials maintaining his previous position, he has toned down considerably his leanings towards racialism in order to expound the need for a new political entity not limited by racial bounds. His book, while it carefully avoids to name the child of his desire, is propaganda for a greater German empire, taking in the whole of Austria and Hungary and their dependent states—with a distant view to incorporation of Denmark, Holland, Switzerland, the Kurland provinces of Russia, the Flemish half of Belgium, Luxembourg, of course, and possibly Poland, an empire loosely knit as was the Holy Roman Empire of the German nation, yet dominated by the political ideals and actual control of Prussia. He is careful not to call his "Mid-European" an empire; but it is clear from his detailed considerations of necessary future developments that he has in mind a constellation at least as coherent and as centralized as is the British empire with its vast self-governing dominions beyond the seas.

No one who believes in world-empires or who accepts as a fact the assertion that the future progress of civilization is bound up with the maintenance of an equilibrium between two or more large and politically compact groups of nations, can logically dispute the soundness of Naumann's argument that the security of Germany lies in the renaissance of that greater Germany which Bismarck tried to create until he realized that a nationalized lesser Germany, if it could be formed without detriment to the grander idea, was an aim of more immediate promise. Now, a closer reunion with Austria would seem both an economic and a military necessity—would seem, in this

contention the author makes a number of assumptions which cannot be granted as valid beyond dispute.

One of them is that "after the experiences of the present war no isolated country can remain unintrenched"; that Austria and Germany, no matter what their present political relations, must face the alternatives of cancelling their separate foreign offices and making a joint cause in every external issue affecting them both, or of entrenching their respective frontiers on the ridges of the Erzgebirge, the Riesengebirge and the Boehmerwald. He will admit of no other form of effective military preparedness.

This argument is unconvincing so long as the outcome of the present war is uncertain. We do not yet know whether, as the author asserts, France would have been impregnable if it had protected its whole northern frontier from Belfort to Dunkirk with trenches; nor is it at all certain that "after the war, frontier trenches will be made everywhere where there is any possibility of fighting. There will be a fresh system of Roman and Chinese walls made out of earth and barbed wire."

Looked at from this distance, it would seem at least equally possible that a great many frontier fortifications will be dismantled, that the channel tunnel will be dug at last to link the British isles to the continent, that in the Balkans and elsewhere frontier defences, at least between racially and politically kindred peoples, will fall into decay and increased communication and friendliness take their place.

Economically, the advantages to be gained from the creation of a new great mid-European free-trade territory strongly fortified by tariff frontiers against external trade, are at least equally problematical. The author admits Austria's precarious financial position, and, since his argument excludes a full utilization of Austrian credit resources after the war to establish a vigorous international exchange, he is obliged to propose a very heavy taxation as the means of surmounting the financial congestion of the dual monarchy. Whether Austria, and even more Hungary, which in all fiscal matters has

jealously guarded her independence and which, prior to the war, has made strenuous efforts to attract foreign capital for the exploitation of her natural resources and the development of her industries, will accede to such a proposal is quite another question.

Nor is it certain that Hungary, however favorable to the military alliance with Germany at present, will view with much delight the huge storage of food supplies for the defence of central Europe recommended by the author as an essential part of future preparedness measures. Considering that there is not even during the war a joint economic policy, that there is a long tradition of commercial jealousy between Hungarians and Austrian Germans, it is difficult to see why the former should agree to an arrangement so manifestly in the interest of those who, with the aid of prohibitive tariffs, will deprive them of the markets for their agricultural products and, at the same time, control the prices for all the industrial products which they are obliged to buy.

There are other flaws in Naumann's reasoning which we cannot here discuss, but which show in spite of every effort at concealment that the aggrandizement of Prussia and all that Prussia stands for is behind his propaganda, which seemingly is in the interest of a European equilibrium and general opportunities for economic and political development. There is no safeguard that the proposed mid-European federation may not, like the Austrian, change into a centralized empire, more dangerous to the separate interests of its constituent nationalities even than Hapsburg rule by virtue of its greater military power. The eastward trend, with the aid of an enfeebled Ottoman empire, an empire in nothing but name, because it would financially be in the grips of its stronger neighbor, would be all in the interest of Prussia.

If the war ends with the creation of mid-Europe as planned by Naumann—federation, super-state, military and economic alliance, or whatever name may disguise its essentially imperial structure the fate of the smaller nationalities of Europe will be sealed. The tragedy of Bohemia, of Poland, of Bosnia, of Alsace-Lorraine, of Schleswig—of every territory inhabited by freedom-loving peoples with cultural and political ideas of their own—will be re-enacted on an even larger scale. For the concentration of power in central Europe must also lead to a similar centralization in the rest of the world, threatening once more the political autonomy now almost assured for Ireland and the constituent nationalities of Russia.

BRUNO LASKER.

THE RUSSIANS: AN INTERPRETATION

By Richardson Wright. Frederick A. Stokes Co. 288 pp. Price \$1.50; by mail of the SURVEY, \$1.65.

The first year of the great war meant an awakening appreciation of Russia by England; the last few weeks point to a discovery of Russia by our own country. Since the revolution last March, a number of books on Russia have been published, some of them hurriedly written, others collections of essays previously printed on various Russian topics, all intended to meet the popular demand for information about Russia. The Russians, an Interpretation, by Richardson Wright, belongs doubtless in both of these categories. It is nevertheless a volume which busy persons desiring an insight into Russian life, government and art will find worth reading.

Mr. Wright opens his book with the statement that foreigners in Russia "become either obsessed with enthusiasm for all things Russ or embittered with suspicion and hatred." The reader is not left long in doubt as to Mr. Wright's position between these two extremes, though he tells us he has tried to

THE BOOKS

NAUMANN:	<i>Central Europe</i>
WRIGHT:	<i>The Russians</i>
LATOURETTE:	<i>Development of China</i>
MARCOSSON:	<i>The War After the War</i>
THWING:	<i>The Training of Men for the World's Future</i>
BRANDES:	<i>The World at War</i>
PATTEN:	<i>Advent Songs</i>
HITSCHMANN:	<i>Freud's Theories</i>
ADLER:	<i>The Neurotic Constitution</i>
WHITE:	<i>Character Formation</i>
FANNING:	<i>Capital Punishment</i>
DE WITT:	<i>The Man in Court</i>
GOLDMAN:	<i>The Public Defender</i>

steer a middle course. The Russian moujik in the author's hands becomes a human, lovable individual in spite of his disorderliness. In fact, one finds the peasant class playing the most important part in Mr. Wright's efforts to interpret the Russian, which is as it should be in a country where the peasant class so largely predominates.

This interpretation of the Russian peasant is especially timely in view of the prominence given to the Committee of Workmen's and Soldiers' Delegates by our newspapers, a committee in which the peasant is represented only by the soldiers who are but recently mobilized from the farms. There is throughout the volume much interesting and valuable information about Russia and things Russian which has apparently been secured through personal studies of the country and its people. There are enlightening discussions of Russian literature and industry.

Mr. Wright feels as one who has been in Russia frequently does, that: You cannot understand Russia by the intelligence; you cannot measure her by the ordinary foot-rule; she has her own peculiar conformation; you can only believe in Russia.

WALTER PETTIT.

THE DEVELOPMENT OF CHINA

By Kenneth Scott Latourette. Houghton Mifflin Co. 274 pp. Price \$1.75; by mail of the SURVEY, \$1.89.

CHINA INSIDE OUT

By George A. Miller. The Abingdon Press. 180 pp. Price \$1; by mail of the SURVEY, \$1.10.

Mr. Latourette has produced a valuable and a scholarly work, written from a fullness of knowledge and a sense of impartiality worthy of the highest praise. He is fair to the Japanese, fair to the British about the so-called opium war, fair to the missionaries and entirely appreciative of all that is best in China's glorious past. By far the best part of his book is that which deals with present-day problems. This is so good and suggestive that one would readily sacrifice the seventy pages in which the history of China is outlined up to 1840 in order to get more of it.

All the hopeful and the disheartening elements that confront a nation attempting to transform a patriarchal monarchy into a modern democratic republic are set out with commendable lack of any kind of bias. One realizes as possibly never before how immensely more difficult is China's task today than that which Japan so triumphantly accomplished some two generations ago. We shall hope to hear more of this author as a writer on far-eastern affairs.

Mr. Miller writes of China from the point of view of Methodist missions in a sort of Billy Sunday vernacular. Very rightly he condemns hasty, ignorant and wholesale denunciation of missionaries, but at the same time seems rather to lay himself open to the retort that had he been longer in the Far East he might have been satisfied with a less absolutely sweeping denunciation of the mercantile communities of the treaty ports.

IAN C. HANNAH.

THE WAR AFTER THE WAR

By Isaac F. Marcossion. John Lane Company. 272 pp. Price \$1.25; by mail of the SURVEY, \$1.35.

From an outline of the essentially commercial nature of the present European struggle, Isaac F. Marcossion in his *War After the War* passes to demonstrate the inevitability of the "coming war," the most gigantic mobilization of financial and industrial resources ever seen on earth. He has chapters on England's awakening, American Business in France, the New France, the Price of Glory, and closes with a wonderful panegyric on "the man Lloyd George."

What it all means for America runs on a single thread throughout.

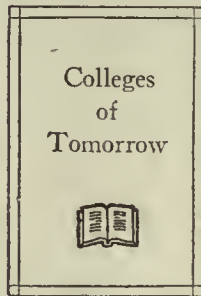
Much might be said of the Northcliffean portions dealing with the new efficiency and self-sufficiency policy of Great Britain. To those who know how heavily the industrial struggle still weighs upon the workers, the naïveté of the quotation from a "member of the British Cabinet" is almost refreshing. "After the war, capital will be ungrudging in its remuneration to labour; and labour in turn must be ungrudging in its output."

Mr. Marcossion is most interesting when he deals with matters of finance, and it is significant that he renounces the theory of economic exhaustion which he previously held and is now convinced that "the extents to which financial credit can be expended in the countries at war seem to be almost without limit," that "man power—beef, not gold—will win."

NANNIE YOUNG.

THE TRAINING OF MEN FOR THE WORLD'S FUTURE

By Charles Franklin Thwing. Platt & Peck Company. 89 pp. Price, \$1.25; by mail of the SURVEY, \$1.32.



This volume adds to the long series of essays on college subjects, written by President Thwing of Western Reserve University. The essay is developed in three parts. Part I briefly depicts *The Destruction of the World*, through the present war and lists as the constructive forces by

which men, after the war, can build the "Gentle-state" out of the wastages of war: the family; the church; the civil government; business; literature, including the press; education.

Part II, *The Construction*, the main body of the essay, outlines ways in which colleges and universities may affect, permanently and intimately, the family, the church, the government, business and literature, and hence aid in building the new world. It is argued that the university may promote the coming of the Gentle-state of the future, "by illustrating in the cosmopolitan character of its students the unity of races" (p. 36); by helping to "transmute men into man" (p. 38); by being "the inspiring force in scientific investigations" (p. 42); by training men for attainment of "the richest, broadest and highest idealism" (p. 43); by "training men for freedom, for social and sociological individuality and not for mere conformity," and thus "for real leadership in humanity's crisis and in humanity's common day" (p. 51); by cultivating the full riches of personality (pp. 53 to 58); by laying emphasis on national and international ethics (p. 59); and finally, by teaching a proper conception of religion, of the "common denomination of religious beliefs, . . . a religion of which the concrete words are Faith, Hope and Love."

The remaining twenty pages of this second part present six historical parallels in the development of religion and of education, the parallels of their emancipation; their ultimate basis of authority; their social emphasis; their progressive emphasis on the practical; their commanding personalities and their common goal—the search after truth for life's sake.

Part III, *The University Itself*, opens with a three-page criticism of "the ecclesiastical and the academic priesthood," taken from F. S. Oliver's *Ordeal by Battle*. The substance of this criticism as applied on the academic side seems to be: Preserve us from the professors. In answer to this criticism, Presi-

dent Thwing states that the university seeks no unworthy influence but seeks to find and to teach the truth, which alone, incarnated, will reconstruct the world.

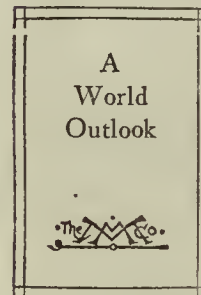
The essay closes with a tribute to the virtues of the youthful student body, saying in part that the university "represents and uses the spirit of youth. . . Youth has enthusiasm, courage, initiative, love of fair play, idealism, loyalty to persons, a sense of liberty and a sense of progressiveness. Such forces in the mind and heart and will of the college student are the forces that conquer the world and conquer it for peace."

There are blemishes in this essay such as the omission of Judaism in the listing of religions, a bad break in the thought connection on page 25, occasional apparent straining for the rhetorically effective, and the elaboration of parallelism in the development of religion and education, worth while in itself, perhaps, but a lengthy aside from the main theme. The essay is mainly a summarization, sincere and often well-phrased, but containing little that is new, of the ways in which an institution of higher learning may serve the world.

WALTER E. CLARK.

THE WORLD AT WAR

By Georg Brandes. Macmillan Company. 272 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.



Georg Brandes is a pessimistic pacifist. Most pacifists are pessimists these days. Brandes was pessimistic before the war. Thirty-six years ago he wrote: The love of liberty is to be found in Germany only among men of the generation which within ten years will have disappeared.

And when that time comes, Germany will lie alone, isolated, hated by the neighboring countries: a stronghold of conservatism in the center of Europe. Around it, in Italy, in France, in Russia, in the north, there will arise a generation imbued with international ideas and eager to carry them out in life. But Germany will lie there, old and half stifled in her coat of mail, armed to the teeth, and protected by all the weapons of murder and defense which science can invent. And there will come great struggles and greater wars.

The man who had so prophetic a vision in 1881 is worth listening to today. *The World at War* collects some of his war essays, from the *Foreboding of 1881* to his *Letters to William Archer*, in 1915 and 1916.

Brandes is a neutral, and he does not see the advantage of continuing the war. He believes "it would be best if the war were to end without either side being too deeply humiliated." "Security is only to be had when the difficulty is resolved in a way which both parties consider just."

That is sometimes an impossibility, and Brandes suggests no solution for such *impasses*. He is the foremost literary critic of Europe; and his political polemics are equally tinged with the viewpoint of an appraiser. He is not a builder. He analyzes—brilliantly, keenly, cuttngly, yet not unkindly; he does not construct. But it is a relief to read one book on the war which does not propose a final solution of the problem of war. Brandes comes nearest to it when he preaches the gospel of free trade.

Germans call Brandes pro-ally. Clemenceau and Archer berate him for refusing to admit the idealistic single-mindedness of the allies. He persists in looking at the war as a Dane and a Jew naturally looks at the

war—detachedly, with a bit of a sob and a bit of a sneer for both sides. Several of the papers in the volume rage at the old Russia; others attack his old friends the Poles for their wartime anti-Semitism. Another reveals the history of British opposition to the Bagdad railway; still another bares the ugly history of Persia, which he calls "the Asiatic Belgium." Others reveal the canker in the heart of Germany; others glow for France.

What does he prophesy now? Talk of this as "the last war" he calls "an imbecile refrain." "Humanity does not want and does not dare to look truth in the eye." Yet he finds hope and comfort in the disappearance of the dueling system. Here are two of his looks into the future:

"We see the white race destroying its prestige in the eyes of the black, brown and yellow races. It has called upon their aid and has rewarded them for murdering the whites. How can that but avenge itself? Europe is committing hari-kari for the benefit of Japan, and the adaptable and clever Asiatic people, with an eye on the future, undoubtedly look on Europe's suicidal mania with considerable astonishment and not little satisfaction."

The second dates from June, 1916:

"If the war is to end by an overwhelming victory for one side it will probably have to last two years more at least. By that time the miserable serfs who in time of peace sweat in the factories, and who, in times of war, by means of the highly praised instrument of oppression called compulsory military service, are sent into the fire like slaves, will have arrived at such a frenzied state of exaltation and despair that the social revolution, of which there has been so much talk, will become a reality and the few remnants of a higher intellectual civilization which the war may have spared will be levelled to the ground with as little mercy as the beautiful churches and halls are destroyed in the north of France today."

Nine months later came the Russian revolution. What will another year bring?

LEWIS STILES GANNETT.

ADVENT SONGS

By Simon N. Patten. B. W. Huesch. 76 pp. Price \$1; by mail of the SURVEY \$1.07.

Despite the very interesting and suggestive essay on "modernizing the song," which prefaces the collection, Dr. Patten's book cannot be said to fulfil the high social aim of the reviser of old hymns and the author of these new songs. Indeed, the revisions of such historic tones of the Church as Luther's A Mighty Fortress Is Our God, Newman's Lead, Kindly Light, Heber's From Greenland's Icy Mountains, Perronet's All Hail the Power of Jesus' Name, Wesley's Hark, the Herald Angels Sing, and Jesus Lover of My Soul, can scarcely fail to strike the reader, much more the singer, as anachronistic as would the reconstruction of a cathedral into a concert hall, or the appearance of Abraham and Moses looking like Thomas Huxley or Moody and Sankey. With few exceptions, the original "songs of America" and "songs of sympathy and brother love" ring, if at all, with the mechanism whereby they were made. They were not the spontaneous outgrowths either of great events, great movements or great experiences. The greatest hymns were irrepressible expressions.

Still, as the author humbly says, "When I set to work, the difficulties of the task became apparent and have remained only too evident. But my hymns will at least break ground and may help others to do what is beyond my powers." This prompting, however, is far more likely to come from the author's brilliant essay than from the faulty exemplifications of its high points. G. T.

FREUD'S THEORIES OF THE NEUROSES

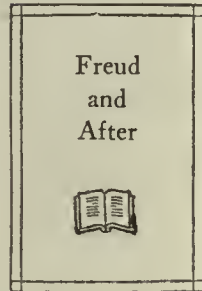
By Dr. Eduard Hirschmann. Moffat, Yard & Co. 257 pp. Price \$2; by mail of the SURVEY, \$2.12.

THE NEUROTIC CONSTITUTION

By Dr. Alfred Adler. Moffat, Yard & Co. 456 pp. Price 3; by mail of the SURVEY, \$3.16.

MECHANISMS OF CHARACTER FORMATION

By William A. White. Macmillan Company. 342 pp. Price \$1.75; by mail of the SURVEY, \$1.86.



What may be called the orthodox or strict Freudian conception of neurotic conditions, briefly set forth by Hirschmann, holds that the neuroses originate in the sex life of the individual, the form of the nervous disturbance differing in accordance with the strain that the sex life has undergone. There are "true neurasthenia" types resulting: (1) from masturbation; (2) the "anxiety neurosis" from sexual excitement without adequate gratification—because of abstinence or precautions against conception; (3) "hysteria" from the suppression of sex tendencies—a suppression dating originally from childhood and only partially successful inasmuch as the suppressed tendency remains unconsciously active and breaks out in unexpected ways as the symptoms of hysteria; and (4) the "obsessional neurosis," resulting from a suppressed sex tendency that has attached itself to some innocent idea and has lent that idea a baleful significance and compulsiveness.

Freud's "psychoanalytic" method of treating these conditions is explained and a chapter is devoted to his views regarding prophylaxis. A rational sex education may help the individual, but the important thing, according to Freud, is to ameliorate the social and industrial conditions which, by delaying marriage or making it impossible for many, and by vexatious interferences with conception, make a normal and natural sex life impossible and are thus the underlying causes of the prevalence of nervous conditions.

Dr. Adler, starting as a pupil of Freud, has now been disowned by the master because of the diminished emphasis laid by Adler on the sexual element. The neuroses grow, according to Adler, from a sense of inferiority, due itself to some actual or imagined bodily infirmity. The neurotic individual, even as a child, feels himself inferior and his position and outlook insecure; this feeling, not acquiesced in, leads to a self-assertion (the "masculine protest") that seeks fictitious and strained means of expression, while at the same time shrinking from the real tests of life. The various neurotic symptoms, accordingly, are devices of the neurotic individual either for asserting and reassuring himself, or for avoiding situations with which he fears to cope.

Dr. White, while adhering pretty closely to Freud, maintains a receptive attitude towards the divergent branches of the psychoanalytic school. His book, on the whole, is less an introduction than a discussion for those who already possess some knowledge of the subject. Its teaching is rather obscured than clarified by the vague philosophy of life and of the universe which the author, in common with many of the school, delights in spinning about the facts of their practice. A rational self-empowerment of the youth from the ties of home is envisaged as the greatest achievement in the formation of character, and as the critical point where failure leads to the neuroses.

R. S. WOODWORTH.

SELECTED ARTICLES ON CAPITAL PUNISHMENT

By C. E. Fanning. H. W. Wilson Company. 299 pp. Price \$1.25; by mail of the SURVEY, \$1.35.

Since the arguments about capital punishment "have undergone no material change in three years," as the note to this third edition says, the present version of this valuable handbook differs from the second chiefly in having a more up-to-date bibliography and in including new articles, some of which are not found in the average library.

THE MAN IN COURT

By Frederick De Witt. G. P. Putnam's Sons. 283 pp. Price \$1.50; by mail of the SURVEY, \$1.62.

To make intelligible to the average man and woman the maze of procedure in our civil and criminal courts is the object of *The Man in Court*. It is written from the viewpoint of a spectator in the court-room, observing what passes before him. The author-judge sits at his elbow, explaining and commenting. The book is simple, descriptive, full of color and illustration, and entirely devoid of statistics or technicalities. It takes the reader through court procedure with a wealth of humor and comment which makes it as easy to read as fiction.

Judge Wells deals both with the criminal and civil procedure. The final chapter discusses our present court system from the point of view of a college graduating thesis in 1947, at which time apparently our entire system of civil courts will be replaced by "judicial corporations," handling all disputes on a business basis as business matters.

While the book is intended for the uninitiated, it is mighty useful reading for the average social worker, even those who are familiar with court procedure.

R. N. BALDWIN.

THE PUBLIC DEFENDER

By Mayer C. Goldman. G. P. Putnam's Sons. 96 pp. Price \$1; by mail of the SURVEY, \$1.06.



Of what value is it for the state to "presume the innocence" of an offender, and then to appoint an attorney to prosecute him without also appointing one to defend? Mr. Goldman, who is a New York attorney and who has written the first book on the subject of the public defender, says that the theory of this office is based on two principles: (1) "That it is as much the function of the state to shield the innocent as to convict the guilty; (2) That the 'presumption of innocence' requires the state to defend as well as to prosecute accused persons."

The function of the public defender is to represent indigent accused persons. The first official to be given that name in this country was appointed in 1912 by Kate Barnard when she was commissioner of charities and correction for Oklahoma. The following year Los Angeles county, California, created the office in its charter. Since then, other communities have established it; and the history of legislation affecting the office, and of important support given the idea, requires ten pages of chronology in Mr. Goldman's book. Twenty-five states have given serious consideration to the proposal.

"If the ascertainment of the truth be the purpose of a judicial investigation," says Mr. Goldman, "the conduct of a criminal trial necessitates the production of all the pertinent law and facts; the accused and accuser should have the same opportunity

and resources to present their respective contentions; a trial should be an impartial judicial inquiry, rather than the waging of an unequal contest between the people on the one hand, represented by an able, experienced and powerful prosecutor, and the individual defendant, dependent upon such legal aid or skill as he may be able to get. The greatest triumph of the judicial system would be to secure equal justice to all persons, the rich and the poor, the strong and the weak, the accuser and the accused."

Mr. Goldman's arguments are strongly concurred in by Justice Wesley O. Howard, of the Appellate Division of the New York Supreme Court, who writes the foreword to this book. "The poor man thrown into prison," says Justice Howard, "no matter how innocent, is helpless and hopeless. He cannot cry out to justice, for nobody hears his cry. He is the prey of the policeman, the

captive of the jailor, the butt of other prisoners, the plaything of young lawyers. . . . He walks to the courthouse fettered to brutes and degenerates. . . . As he is arraigned before the judge, he stares about the courtroom, but he sees no friend—no hope. Every technicality and delay and defense and avenue of escape known to the cunning of lawyers are available to the rich man indicted for crime. The poor man under indictment is permitted to go through the forms and appearances of a trial; but such a trial is only a mockery."

The public defender idea has met opposition from bar associations, judges, newspapers and others who have believed that accused persons are sufficiently protected in our courts under existing safeguards. Meanwhile, it has won increasing attention from the public generally.

WINTHROP D. LANE.

time. Women should never under any circumstances attend these places after dark unless they wish to subject themselves to evils.

O. F. SAMPSON.
Ætna Life Insurance Company.
Hartford, Conn.

INCOME SOCIALLY EMPLOYED

TO THE EDITOR:

Don't muzzle the ox that treadeth out the corn. Tax luxury and extravagance, not generosity and public service. If we conscript income as well as men to safeguard democracy it is necessary to have the same regard for what the dollars are doing when conscripted as for what the men are doing. If it seems wise to say to men who are already employed at what they can do best to meet the nation's supreme needs in making munitions or producing food, "You are needed more where you are than in the national army," so it would seem wise to say of the dollars now voluntarily employed in the education and training of officers for the army and navy, for leadership in the great tasks of civil life, for the relief of suffering and for the dynamic moral forces of the nation, that they are needed more where they are than in the national treasury.

Allen T. Burns, in his communication on Tax Exemption in your issue of July 14, shows a curious social astigmatism in supposing that the proposal which the Senate is asked to incorporate in the war revenue act to allow deductions from taxable income of gifts for educational, charitable and religious purposes, bears any analogy to a request for a special favor or for a subsidy. It is nothing of the sort. Social workers of the country should rise *en masse*, and are doing so, in indignant protest that the government, in taking its greatly increased toll of income, does not first take all excess war profits, and apply its maximum rates of income tax to that portion of income which is spent for luxury and extravagance before it touches a farthing of the dollars now socially employed in education and humanitarian work.

The Hollis amendment to the war revenue act is a demand for an act of social justice as a matter of right. It is a protest against what in fact amounts to double taxation. It follows precedents derived from the larger experience of Great Britain and Australia in enforcing the strictest application of the principles of the conscription of income. It is good public policy to let socially employed income alone until all that is now expended in luxury, waste and extravagance has been conscripted.

New York.

SAMUEL McCUNE LINDSAY.

A MEETING AT LEEDS

TO THE EDITOR:

I hope you will like to use the enclosed in the SURVEY. Though the Leeds meeting is not very recent, all news is so impeded that I think this is still of immediate interest. It is from a letter from a friend in England, a member of the Union of Democratic Control:

"There was a wonderful gathering at Leeds last Sunday. I went to see it. Seventeen hundred delegates were present from different labor and democratic organizations. It was to hail the Russian revolution, press for the restatement of allied policy in harmony with Russian aims, demand the restoration of civil liberties, and set up a Council of Workmen's and Soldiers' Delegates in this country. It was a very great historic event. I will have some papers sent to you, by preference the most Tory, as that shows how even those papers gave good reports. Morning and evening sessions were opened by the singing of The Red Flag. The conference was held

Communications

CONSERVATION OF MINDS

TO THE EDITOR: War as a "Time for Thinking" appeared in the SURVEY for May 19, on page 171, just below a design for a model settlement for discharged British soldiers. This is a very happy juxtaposition. In this time of national excitement and restlessness, more than ever must we conserve the thinking of mankind, increase as we can the efficiency of our minds as well as our bodies.

Morton Prince has already written a book on the Psychosis of the Kaiser; and, indeed, as pointed out also by Bernard Shaw in the early days of the war, all war itself may be regarded as international insanity.

How much the more, then, should we strive for improvement in our thoughts and in what we think with—namely, our minds. War is a great and ruthless destruction. Not only those in the trenches suffer—they suffer death, physical and often mental torture, and will represent a vast congregation of wrecks that must be repaired and readapted when peace again rests on the world; but those that remain in America, those who stay at home, those who keep the country itself together, must look well to themselves. They must build and build fast, for destructive forces are unleashed in war time that were held in check before. Just as tuberculosis has grown almost to be a plague in France, so may other diseases gain their majority in a short time. And the most serious of these are those that menace our minds.

Provision is being made for the conservation of food and for the improvement of economic efficiency. But until now no great national awareness has arisen as to the need for national conservation of minds, for national mental hygiene.

Now is the opportunity, while there is yet time, to throttle that great social parasite, feeble-mindedness. We know that the feeble-minded procreate rapidly and promiscuously, and that a large majority of their offspring are feeble-minded. And yet, for obvious and necessary reasons, the government subsidizes them. Those people are not subject to draft who are "idiots, imbeciles or those convicted of infamous crimes"—most of whom are in truth feeble-minded. While the perfect specimens of our manhood are off at the front, getting maimed or killed, the

feeble-minded are at home living on the efforts of other people and procreating ever-increasing numbers of their own kind. Now is the time to settle this question—either in segregated colonies where their labor will be utilized to the greatest advantage or else by a law for sterilization (not castration), which is the only alternative.

Excitement breeds excitement. Let us take thought. Monthly, almost weekly, hospital staffs are being organized and sent abroad, fully equipped hospitals arranged for here. Among these are psychopathic hospitals, the foremost that of the New York Psychiatric Unit. But these hospitals care only for the outstanding—the far-gone cases.

The great numbers of people are forever outside of these hospital walls, but there is need for each one to take part in conserving the universal mentality. Let there be organized in each state a mental hygiene society whose sole duty is to further the mental welfare of those within its borders. Then let these mental hygiene societies be assisted in their "drive" by each member of the community.

CHARLES B. THOMPSON, M. D.
[Executive Secretary Mental Hygiene Society
of Maryland]
Baltimore.

THE ENEMY IN CAMP

TO THE EDITOR:

I have read with interest the article, The Rape of Girlhood, on page 256 of the SURVEY for June 16.

War has its "hell" more surely than in the field of battle. It comes most fiendish when the soldier is in the camp during idle hours. You have hit the truth much more fully in this story than most realize, and this result of war requires the deep study and action of all people inclined to aid in social welfare.

The writer was a soldier in the late Spanish-American war, and service was spent in many of the United States camps, forts, garrisons, and in the field as well as in the islands of the Pacific. My experience has been only that of all soldiers, but no one who has never been in the service has even a remote idea of the dangers that come to the girl who enters the soldier camps and garrisons without proper escort in the day-

in the Coliseum, a great theatre, and all the floor of the hall and first balcony was packed with delegates, while visitors were in the second balcony. J. Ramsay Macdonald, Philip Snowden, Mr. Anderson and many others spoke splendidly. The whole audience was simply seething with enthusiasm. Red ribbons were everywhere. It was a particularly unanimous audience, too—save for one or two slight episodes—and any confusion was caused by the anxiety of delegates to support the resolutions. I shall never forget the experience. People in America are not premature in holding conferences to demand terms of peace. They can't begin too soon."

B.

AN INTERNATIONAL RECONSTRUCTION CORPS

TO THE EDITOR:

It is proposed to form an International Reconstruction Corps of "men of conscriptable age unwilling to take life but unafraid of hard work or danger in the service of their country and of mankind, who pledge themselves to continuous service in the corps for the period of the war and at least one year thereafter."

The purpose is to provide an opportunity for service for men who cannot conscientiously do military or naval service but are not cowards, slackers or loafers.

There are in the United States several thousand young men who will refuse to fight if drafted. No one knows what will be done with them. The war department is unable to give any definite answer. There is a rumor that they will be interned.

Most of these young men would like to do something, but they don't know just what to do. They cannot conscientiously go into any service which is organized primarily for military ends. Furthermore, they want to make their protest against war and enforced military service clear.

If a group of young men who are conscientious objectors to war offer themselves for work which is constructive and international, it would seem a foolish waste of youthful idealism to refuse to grant them that opportunity. If, at the same time, they state that they will continue in such service for at least a year after the close of the war, they may convince some of the scoffers that some at least of the conscientious objectors are conscientious as well as objectors, and perhaps set a few to thinking about the justice of their position.

The definite opportunity presents itself in the reconstruction work in Europe. Millions are homeless in the areas over which the battle-tide has surged. There are districts without children; others where thin-faced children have forgotten how to play. Women and old men have lost faith and courage to rebuild. Youth is needed.

When the war is over such work must begin on a grand scale, and in it all the nations must cooperate. Perhaps a little international army of young men and women giving themselves to this task will develop, and out of it might well grow a spirit of international cooperation which would transplant itself into other fields. While hostile armies march on conquered territory, the scope of such work is limited. But a beginning must be made; and the need is infinitely greater than the supply of workers. The nations are giving their primary attention to war.

Already the Quakers, whose traditional opposition to war has been recognized in their exemption from military service, have organized a unit of one hundred men for such reconstructive service. In the same work other conscientious objectors to war whose protest is not yet recognized by law might find the opportunity for service which

would not lose them their own self-respect. In such work they might find their Moral Equivalent of War.

The Quaker unit is organized under the civilian Red Cross, which has undertaken this relief work and has promised to set aside funds for this purpose. There seems to be no good reason why another unit should not be organized of young men who if drafted must otherwise go to jail.

The plan is to form an advisory committee of men of standing who are in sympathy with the general purpose; and an executive committee of men willing to serve in the corps or help actively in its organization.

The first need is to know how many men are ready to volunteer for such service. Men interested are asked to write to

L. S. GANNETT.

27 West Forty-fourth Street,
New York City.



THE State Industrial Commission of Wisconsin holds that typhoid fever contracted by an employe as the result of drinking a polluted water-supply, furnished by the employer, is a personal injury within the meaning of the compensation act. Over \$5,000 is therefore awarded to workmen whose cases have been under debate since 1914.

THE June issue of the *Modern Hospital* contains articles on the subject of occupational therapy in hospitals. A history of the occupational therapy movement, remunerative occupations for the handicapped, value of such work in hospitals for the tuberculous and the insane, are some of the subjects discussed.

THE provincial legislature of Ontario has passed an "act respecting surveys and plans of land in or near urban municipalities" which contains far-reaching city planning powers. Ample provision is made for securing the cooperation of land-owners and avoiding injustice to them, for avoiding the conflicting authority of adjoining towns, and for securing the highest degree of engineering efficiency and advice in the planning.

THE Texas legislature appropriated \$70,000 for the work of a Bureau of Rural Sanitation in the State Board of Health. The Rockefeller Foundation has given a similar amount for this work, it is announced, through its International Health Board. The new bureau will be in charge of Dr. Platt W. Covington, professor of preventive medicine at the University of Texas.

A DELEGATION of French working-women recently visited England to compare factory conditions there with those at home. One of the results of their visit was a strong recommendation for the introduction of British methods of securing the comfort and welfare of women workers, especially by the appointment of lady superintendents. The ministries of labor and munitions have promised the *Conseil National des Femmes* to support them in their efforts to bring about this innovation, which has as yet only been introduced in very few plants. A school for the training of women educationally equipped for such posts has been opened in Paris. A three months' course is considered essen-

tial, including in addition to practical subjects a knowledge of law in so far as it relates to the home and to labor conditions.

A FELLOWSHIP in world politics to stimulate international understanding has been established at Stanford University under the department of history. The fellowship has been made possible through the generosity of Mary and Helen Seabury, of New Bedford, Mass., for long friends of peace. The work will consist of scientific investigations and reports, largely directed by Prof. Edward Krehbiel, head of the history department. No propaganda is to be fostered.

DANBURY hatters are to keep their homes. D. E. Lowe & Co., who were awarded in the federal courts a judgment of \$252,130 against the hatters' union, for a boycott of the product of their factory in 1903, have come to a settlement. The American Federation of Labor raised by voluntary contributions from members a fund of more than \$150,000 to protect the hatters from loss. The hatters themselves paid over nearly \$80,000. The plaintiffs accepted this sum of \$230,000, so that the sale by foreclosure of the 140 defendants' homes was averted.

YET another proof of the value of registration laws properly enforced comes from Virginia. The Bureau of Vital Statistics in the State Board of Health was besieged for records of birth to prove military age. But as the registration laws of the state were inadequate until 1912, the anxious inquirers had to turn elsewhere for their information. "As the cities were about as remiss as the state," says Registrar Plecker, "it is almost impossible for nine out of ten adults to prove their ages from official records." Marriage records have also been sought after. To make these more accessible it has been recommended that all loose documents be forwarded to the Bureau of Vital Statistics for indexing.

IN dismissing proceedings against the New York carpenters' unions, the Supreme Court has held that injunctions against labor unions under the Sherman anti-trust law can be obtained only by governments and not by private persons. "Open-shop" woodwork manufacturers attempted to restrain New York carpenters' unions and others from refusing to work on their products. They charged a nation-wide conspiracy in restraint of trade through a union rule against carpenters working on "open-shop" or "unfair" mill work and trim. They argued that the Clayton act, passed after their suit was begun, operated in prohibiting anti-union injunctions only in suits between employers and employes and not between individuals and unions. The unions contended that the embargo was confined to New York and that the plaintiffs had not been specially injured by it nor were the subjects of special discrimination.

A NOVEL method of interesting college girls in social work was recently employed by the Women's Educational and Industrial Union of Boston. Following commencement week at the colleges, twenty young women from Vassar, Bryn Mawr, Wellesley, Mt. Holyoke, Smith, Radcliffe, and the Women's College of Brown University, came to Boston as guests of the union and of a number of social settlements. Four days were spent in a survey of the city and its social work. After a consideration of problems of housing, industry, and recreation through a trip about the city, a number of visits were made to settlements, family agencies, children's so-

INFORMATION DESK

The following national bodies will gladly and freely supply information and advise reading on the subjects named by each and on related subjects. Members are kept closely in touch with the work which each organization is doing, but membership is not required of those seeking information. Correspondence is invited. Nominal charges are sometimes made for publications and pamphlets. Always enclose postage for reply.

Health

cities and social-service departments at dispensaries and hospitals. Talks by social workers, supplemented by conferences of a more informal character, helped to interpret what was seen, and to give an idea of the possibilities of social work as a profession for college women. The visiting students were divided between seniors, just graduated, and juniors. Plans for the visit were developed by the union in cooperation with a social advisory committee representative of different fields of effort in Boston. Much of its success was due to the close connection as vocational counsellor for a number of colleges in New England held by Miss Florence Jackson, executive secretary of the union.

PROPORTIONAL representation has been defeated by the British House of Commons, although passed by a majority vote at the recent speakers' conference at which all parties were represented. It shared the fate of the enfranchisement of women, not having been included in the official legislative program of the government, a circumstance which, to many minds, relegated it into the class of "academic" propositions. The suffrage measure was, it is true, passed by the Commons, but Lord Curzon announced that it would not be made part of the government measure. In other words, the Lords, left to vote on it as they please, are likely to defeat it. The principal opponents of proportional representation are those who look upon the traditional two-party system which gives commanding authority to the party in office as superior to a system in which a number of minorities may find adequate representation and necessitate the bargaining between party leaders more familiar in continental politics. Mr. Asquith, during the recent discussions, was won over from a former mild interest in proportional representation into the ranks of its strong supporters. This appears to be due, primarily, to his fear of the possible consequences of adding eight million women to an electorate which must be expected for some time to be swayed by emotional appeals to a much greater extent than has been the case in the last few decades.

TEN complete sawmill units are being dispatched from New England to France to help meet the fuel shortage there. The first unit set off from New Hampshire—woodsmen, horses, sawmill operators—100 men and thirty horses. The officers of the State Forestry Department and the Society for the Protection of New Hampshire Forests have called the attention of the State Food Production Committee to domestic aspects of the situation. The high prices for coal have exhausted the supply of dry cord-wood in New England. Next winter the small cities and towns are likely to suffer more than the large cities for lack of coal, and they will have to burn green wood if wood lots are not cut over this summer in the free time between seed time and harvest. The advice of the foresters is offered to farmers so as to prevent damage to future wood production, and the committee is asked to appoint a responsible citizen in each of the larger villages and smaller cities to act as fuel agent, open woodyards and take any other steps to see that seasoned wood is accumulated and conserved for household use.

That the community as well as the war and forestry aspects of the situation are thus so clearly visualized is due possibly to the fact that the forester of the New Hampshire society is an old-time social worker—Philip W. Ayres, who was one of the pioneer executives in charity organization work in Cincinnati, Chicago, Brooklyn and New York.

SEX EDUCATION—New York Social Hygiene Society, Formerly Society of Sanitary and Moral Prophylaxis, 105 West 40th Street, New York City. Dr. James Pedersen, Secretary. Seven educational pamphlets, 10c. each. Four reprints, 5c each. Dues—Active \$2.00; Contributing \$5.00; Sustaining \$10.00. Membership includes current and subsequent literature; selected bibliographies. Maintains lecture bureau and health exhibit.

CANCER—American Society for the Control of Cancer, 25 West 45th St., New York City. Curtis E. Lakeman, Exec. Secy. To disseminate knowledge concerning symptoms, diagnosis, treatment and prevention. Publications free on request. Annual membership dues \$5.

COMMITTEE ON PROVISION FOR THE FEEBLE-MINDED—Objects: To disseminate knowledge concerning the extent and menace of feeble-mindedness and to suggest and initiate methods for its control and ultimate eradication from the American people. General Offices, Empire Bldg., Phila., Pa. For information, literature, etc., address Joseph P. Byers, Exec. Secy.

MENTAL HYGIENE—National Committee for Mental Hygiene, 50 Union Square, New York City, Clifford W. Beers, Secy. Write for pamphlets on mental hygiene, prevention of insanity and mental deficiency, care of insane and feeble-minded, surveys, social service in mental hygiene, State Societies for Mental Hygiene. Official quarterly magazine, *Mental Hygiene*, \$2.00 per year.

NATIONAL HEALTH—Committee of One Hundred on National Health. E. F. Robbins, Exec. Secy., 203 E. 27th St., New York. To unite all government health agencies into a National Department of Health to inform the people how to prevent disease.

TUBERCULOSIS—National Association for the Study and Prevention of Tuberculosis, 105 East 22nd St., New York. Charles J. Hatfield, M. D., Exec. Secy. Reports, pamphlets, etc., sent upon request. Annual transactions and other publications free to members.

THE AMERICAN SOCIAL HYGIENE ASSOCIATION publishes an illustrated book, *The Way Life Begins*, for parents, teachers and others, price \$1.25. Also *Social Hygiene*, a quarterly magazine, \$2.00 per year, and a monthly Bulletin \$1.25 per year. Annual membership \$5.00; sustaining \$10.00. Information upon request. William F. Snow, M. D., General Secretary, 105 West Fortieth Street, New York.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING. Object: to stimulate the extension of public health nursing; to develop standards of technique; to maintain a central bureau of information. Publications: *Public Health Nurse Quarterly*, \$1.00 per year; bulletins sent to members. Address Ella Phillips Crandall, R. N., Executive Secretary, 600 Lexington Ave., New York City.

THE AMERICAN RED CROSS—Through its Town and Country Nursing Service, maintains a staff of specially prepared visiting nurses for appointment to small towns and rural districts. Pamphlets supplied on organization and administration of visiting nurse associations; personal assistance and exhibits available for local use. Apply to Superintendent, Red Cross Town and Country Nursing Service, Washington, D. C.

PUBLIC HEALTH—American Public Health Assn. Pres., William A. Evans, M.D., Chicago; Secy., Prof. S. M. Gunn, Boston. Object "To protect and promote public and personal health." Seven Sections: Laboratory, Sanitary Engineering, Vital Statistics, Sociological, Public Health Administration, Industrial Hygiene, Food and Drugs. Official monthly organ, *American Journal of Public Health*; \$3.00 per year. 3 mos. trial subscription (to Survey readers 4 mos.) 50c. Address 126 Mass. Ave., Boston, Mass.

EUGENICS' REGISTRY.—Board of Registration: Chancellor David Star Jordan, Pres.; Dr. J. H. Kellogg, Secy; Prof. Irving Fisher, Dr. Chas. B. Davenport, Luther Burbank, Prof. O. C. Glaser, Exec. Secy. A Public Service conducted by the Race Betterment Foundation and Eugenics' Record Office for knowledge about human inheritance and eugenics. Literature free. Registration blanks for those who desire an inventory, and wherever possible, an estimate of their hereditary possibilities. Address Eugenics' Registry, Battle Creek, Mich.

PREVENTION OF BLINDNESS—National Committee for. Objects: To furnish information for Associations, Commissions and persons working to conserve vision; to publish literature of movement; to furnish exhibits, lantern slides, lectures. Printed matter: samples free; quantities at cost. Invites membership. Field, United States. Includes N. Y. State Com. Edward M. Van Cleave, Managing Director; Gordon L. Berry, Field Secretary; Mrs. Winifred Hathaway, Secretary. Address, 130 E. 22d St., N. Y. C.

Racial Problems

NEGRO YEAR BOOK—Meets the demand for concise information concerning the condition and progress of the Negro Race. Extended bibliographies. Full index. Price, 25c. By mail, 35c. Negro Year Book Company, Tuskegee Institute, Alabama.

In addition to information in Negro Year Book, Tuskegee Institute will furnish other data on the conditions and progress of the Negro race.

HAMPTON INSTITUTE, HAMPTON, VA.—Trains Negro and Indian youth. "Great educational experiment station." Neither a State nor a Government school. Supported by voluntary contributions. H. B. Frissell, Principal; F. K. Rogers, Treasurer; W. H. Scoville, Secretary. Free literature on race adjustment, Hampton aims and methods. *Southern Workman*, illustrated, monthly, \$1 a year; free to donors.

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE. 70 Fifth Ave., New York. Proposes to make 10,000,000 Americans physically free from poeage, mentally free from ignorance, politically free from disfranchisement, and socially free from insult. Membership 8,600, with 70 branches. Official organ, *The Crisis*, 38,000 monthly. Pres., Moorfield Storey; Chairman, Board of Directors, Dr. J. E. Spingarn; Treas., Oswald Garrison Villard; Director of Publications and Research, Dr. W. E. B. Du Bois; Secy., Roy Nash.

THE JOURNAL OF NEGRO HISTORY—A quarterly publication concerned with facts, not with opinions. The organ of the Association for the Study of Negro Life and History. To popularize the movement of unearthing the Negro and his contribution to civilization that he may not become a negligible factor in the thought of the world. Carter G. Woodson, Director of Research and Editor. Subscription \$1.00 a year. Foreign subscription 25 cents extra. Address, 1216 You St., N. W., Washington, D. C.

Libraries

AMERICAN LIBRARY ASSOCIATION—Furnishes information about organizing libraries, planning library buildings, training librarians, cataloging libraries, etc. *A. L. A. Booklist*, a monthly annotated magazine on book selection, is a valuable guide to the best new books. List of publications on request. George B. Utley, Executive Secretary, 78 E. Washington St., Chicago.

Recreation

PLAYGROUND DIRECTORS AND WORKERS in planning their summer programs will want to keep in mind the Athletic Badge Tests for increasing the physical efficiency of boys and girls. Pamphlets describing the tests and the bronze badges awarded those successful in reaching certain standards may be secured from the Playground and Recreation Association of America, 1 Madison Avenue, New York City.

Organized Charity

ORGANIZED CHARITY AND CO-ORDINATED SOCIAL WORK—American Association of Societies for Organizing Charity. Mrs. W. H. Lothrop, chairman Executive Committee; Francis H. McLean, gen'l sec'y, 130 East 22d St., New York City. To promote the extension and development of Associated Charities and to further the proper co-ordinations and alignments in the social work of communities, including the making of community plans.

Children

CHILD LABOR—National Child Labor Committee, 105 East 22nd St., New York. Owen R. Lovejoy, Sec'y, 25 State Branches. Where does your state stand? How can you help? List of pamphlets and reports, free. Membership fee nominal.

CONSERVATION OF INFANT LIFE—American Assoc. for Study and Prevention of Infant Mortality, 1211 Cathedral St., Baltimore. Gertrude B. Knipp, Exec. Sec'y. Literature on request. Traveling Exhibit. Urges prenatal instruction; adequate obstetrical care; birth registration; maternal nursing; infant welfare consultations.

EDUCATIONAL HEALTH POSTERS COVERING CARE OF BABIES AND CHILDREN—Second edition of Parcel Post Exhibit. Photographic reproductions in color with simple, easily understood legends, attractively illustrated from original paintings; 25 posters (18" x 28") in set. Further information regarding these and other exhibits on request, illustrated booklets on Baby and Child Care. Lantern slides. National Child Welfare Exhibit Association, Inc., 70 Fifth Ave., New York City.

NATIONAL KINDERGARTEN ASSOCIATION—250 Madison Ave., New York. Object: To have the kindergarten established in every public school. Four million children in the United States are now without this training. Furnishes Bulletins, Exhibits, Lecturers, Advice and Information. Works for adequate legislation and for a wider interest in this method of increasing intelligence and reducing crime. Supported by voluntary contributions.

Women

WOMEN IN INDUSTRY—National Consumers' League, 289 Fourth Ave., New York. Mrs. Florence Kelley, Gen'l Sec'y, 87 branch leagues. Reports, pamphlets sent on request. Minimum membership fee \$2.00, includes current pamphlets. Minimum wages boards, protection of women workers, sweat-shops, etc.

WORKING WOMEN—National Women's Trade Union League stands for self-government in the work shop through organization and also for the enactment of protective legislation. Information given. "Life and Labor," working women's monthly magazine, 5c. a copy. Mrs. Raymond Robins, Pres.; Mrs. Amy Walker Field, Editor, 166 West Washington St., Chicago

EVENING CLUBS FOR GIRLS—National League of Women Workers, 35 East 30th St., New York. Organizing Sec'y, Jean Hamilton. Recreation and instruction in self-governing and self-supporting groups for girls over working age. Monthly magazine, "The Club Worker," Thirty cents, 1 year.

HOME AND INSTITUTIONAL ECONOMICS—American Home Economics Association, for Home, Institution, and School. Publishes Journal of Home Economics. 12 issues a year, \$2.00. Next meeting: University of Minnesota, August 22-28, 1917. Address 1211 Cathedral St., Baltimore, Md.

Settlements

SETTLEMENTS—National Federation of Settlements. Develops broad forms of comparative study and concerted action in city, state, and nation, for meeting the fundamental problems disclosed by settlement work; seeks the higher and more democratic organization of neighborhood life. Robert A. Woods, Sec'y, 20 Union Park, Boston, Mass.

Aid for Travelers

AID FOR TRAVELERS—The Travelers' Aid Society provides advice, guidance and protection to travelers, especially women and girls, who need assistance. It is non-sectarian and its services are free irrespective of race, creed, class or sex. For literature, address Orin C. Baker, Gen. Sec'y, 465 Lexington Ave., New York City.

Civic Problems

MUNICIPAL PROBLEMS—National Municipal League, North American Bldg., Philadelphia. Lawson Purdy, Pres.; Clinton Rogers Woodruff, Sec'y. Charters, commission government, taxation, police, liquor, electoral reform, finances, accounting, efficiency, civic education, franchises, school extension. Publishes *National Municipal Review*.

SHORT BALLOT AND COMMISSION GOVERNMENT—The Short Ballot Organization, 383 Fourth Ave., N. Y. City. Woodrow Wilson, Pres.; Richard S. Childs, Sec'y. National clearing house for information on these subjects. Pamphlets free. Publish *Beard's Loose-Leaf Digest of Short Ballot Charters*.

PROPORTIONAL REPRESENTATION. Adopted by Ashtabula, O., and Calgary, Alberta. In "Home Rule" Act for Ireland. Recommended unanimously by official commission, 1917, for part of Commons of England. A rational and fundamental reform. Headquarters, American P. R. League, Pres., William Dudley Foulke; Sec.-Treas., C. G. Hoag, 802 Franklin Bank Bldg., Phila. P. R. Review (quarterly) 40c a year, Leaflets free. Several pamphlets, 25c. \$1 entitles subscriber to all publications for a year—and to membership if desired.

Church and Community

THE CHURCH AND SOCIAL SERVICE—The Federal Council of the Churches of Christ in America operates through its Commission on the Church and Social Service. "A Year Book of the Church and Social Service." (Paper, 30c.; Cloth, 50c.), gives full information regarding social movements in all the churches. For literature and service address the Secretary, Rev. Charles S. Macfarland, 105 E. 22nd St., New York.

EPISCOPAL SOCIAL SERVICE—The Joint Commission on Social Service of the Protestant Episcopal Church. For literature and other information, address the Executive Secretary, Rev. F. M. Crouch, Church Missions House, 281 Fourth Avenue, New York City.

UNITARIAN SOCIAL ADVANCE—The American Unitarian Association through its Department of Social and Public Service. Reports and Bulletins free. Lecture Bureau. Social Service Committees. Elmer S. Forbes, Secretary of the Department, 25 Beacon St., Boston.

General

SOCIAL WORK: GENERAL PROBLEMS, PRACTICAL TECHNIQUE—National Conference of Social Work, 315 Plymouth Ct., Chicago. Robert A. Woods (Boston), Pres.; W. T. Cross (Chicago), Gen. Sec. Proceedings carefully indexed all fields social work. Monthly bulletin and misc. publications. Conducts information bureau. 45th annual meeting Kansas City 1918, probably June. Membership \$3.

SOCIAL DIAGNOSIS—A new and important book, by Mary E. Richmond, for all who must make decisions affecting the welfare of individuals, whether in courts, hospitals, schools, workshops, or in public and private social agencies. Cloth, 511 pp., \$2.00 net; postpaid, \$2.10. Order of Publication Department, RUSSELL SAGE FOUNDATION, 130 E. 22d St., New York City.

AMERICAN INSTITUTE OF SOCIAL SERVICE, Bible House, Astor Place, New York City. Founded by Dr. Josiah Strong. Nathaniel M. Pratt, General Secretary. Edward W. Bemis, Robert A. Woods, department directors. Welcomes inquiries as to all matters of community organization and progress. Members of its staff glad to enter into consultation by correspondence about given conditions or particular projects. Assists in bringing to individual new undertakings the combined results and lessons of the best productive achievement. Ready to aid in securing publications, speakers, temporary or permanent leadership. Particular attention given to requests from communities in which all such effort is at an early stage. Seeks to bring about better co-operation among specialized national organizations, toward securing the more comprehensive local application of their types of service. Promotes the fullest extension of principles and methods which on a limited scale have conclusively shown their power for the upbuilding of the nation.

Immigration

NATIONAL LIBERAL IMMIGRATION LEAGUE—Advocates selection, distribution and Americanization and opposes indiscriminate restriction. Summarized arguments and catalog of publications on request. Minimum membership (\$1) includes all available pamphlets desired, and current publications. Address Educational Dept., National Liberal Immigration League, Sun Bldg., N. Y.

IMMIGRANT GIRLS—Council of Jewish Women (National), Department of Immigrant Aid, with headquarters at 242 E. Broadway, New York City—Miss Helen Winkler, chairman—gives friendly aid to immigrant girls; meets, visits, advises, guides; has international system of safeguarding. Invites membership.

CALENDAR OF CONFERENCES

Items for the next calendar should reach the SURVEY before August 8.

JULY AND AUGUST

BUILDING AND LOAN ASSOCIATIONS, United States League of Local, Boston, July 25-26. Sec'y, H. F. Cellarius, Station A, Cincinnati, O.

HOME ECONOMICS ASSOCIATION, American, Minneapolis, Minn., August 22-28. Sec'y, Mrs. Alice P. Norton, 1326 East 58 street, Chicago.

MUNICIPALITIES, League of Michigan, Grand Rapids, July 26-27. Sec'y, Charles A. Sink, Ann Arbor, Mich.

MUNICIPALITIES, League of Wisconsin, Racine, August 15-17. Sec'y, Ford H. MacGregor, Madison, Wis.

MUNICIPALITIES, Union of Canadian, London, Ontario, August 27-29. Sec'y, W. D. Lightall, Westmount, Quebec.

SOCIOLOGICAL CONGRESS, Southern, Blue Ridge, N. C., July 29-31. Sec'y, J. E. McCulloch, 508 McLachlen bldg., Washington, D. C.

Y. W. C. A. Summer conferences. Southern city conference, Blue Ridge, N. C., July 20-30; Central City, Lake Geneva, Wis., August 10-20; Eastern City, Silver Bay, N. Y., July 17-27; Central Student (second section), Lake Geneva, Wis., August 21-31; Town and Country, Conference Point, Lake Geneva, Wis., August 21-31; Pacific Coast Student, Asilomar, Cal., August 1-10; Pacific Coast City, Asilomar, Cal., August 21-31.

NATIONAL

BAR ASSOCIATION, American, Saratoga Springs, N. Y., September 4-6. Sec'y, George Whitlock, 1416 Munsey building, Baltimore.

CIVIC ASSOCIATION, American, St. Louis, October 22-24. Sec'y, Richard B. Watrous, 914 Union Trust building, Washington, D. C.

CRIMINAL LAW AND CRIMINOLOGY, American Institute of, Saratoga, N. Y., September 3-4. Sec'y, Edwin M. Abbott, Land Title building, Philadelphia.

HOUSING ASSOCIATION, National, Chicago, October 15-17. Headquarters, Hotel La Salle. Sec'y, Lawrence Veiller, 105 East 22 street, New York City.

INTERCHURCH FEDERATION, The Purpose and Methods of. Called by the Federal Council of the Churches of Christ in America. Pittsburgh, October 1-4. Sec'y, Rev. Roy B. Guild, 105 East 22 street, New York City.

INTERCOLLEGIATE SOCIALIST SOCIETY, Bellport, L. I., Sept. 18-24. Sec'y, Harry W. Laidler, 70 Fifth avenue, New York City.

MUNICIPALITIES, League of American, Gary, Ind., Sept. 5-8. Sec'y, Robert E. Lee, Baltimore.

RECREATION CONGRESS OF THE PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA, Milwaukee, Wis., November 20-23. Sec'y, H. S. Braucher, 1 Madison avenue, New York City.

SAFETY AND SANITATION, National Exposition of, New York, Sept. 10-15. Sec'y, W. C. Cameron, Continental and Commercial Bank building, Chicago, Ill.

STATE AND LOCAL

CHARITIES AND CORRECTION, Canadian Conference of, Ottawa, September 23-25. Sec'y, Arthur H. Burnett, City Hall, Toronto, Canada.

CHARITIES AND CORRECTION, South Carolina Conference of, Aiken, S. C., November. Pres., Rev. K. G. Finlay, Columbia, S. C.

MUNICIPALITIES, League of California, Santa Rosa, September 24-29. Sec'y, Wm. J. Locke, Pacific building, San Francisco.

MUNICIPALITIES, League of Virginia, Lynchburg, Va., September 18-20. Sec'y, L. C. Brinson, Portsmouth, Va.

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"Want" advertisements under the various headings "Situations Wanted," "Help Wanted," etc., five cents each word or initial, including the address, for each insertion. Address Advertising Department, The Survey, 112 East 19 St., New York City.

HELP WANTED

A RESIDENT kindergartner for the very work of a Jewish Neighborhood House near New York City. Address 2538 SURVEY.

WANTED by local Charity Organization Society, a Social Worker for a town of 10,000 inhabitants. The position pays \$1000. If interested please address MISS SALLY KIRBY, Goldsboro, N. C.

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WANTED: Experienced woman to have charge of welfare and sociological work at large industrial plant in the East. Address 2543 SURVEY.

WANTED by September 1st—house-keeper at the Jewish Orphan Asylum, Cleveland, Ohio. Please address communications to SIMON PEISER, Supt.

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WANTED—For Middle West city of 50,000 inhabitants, a trained case worker. Prefer young woman of 25 to 35 years of age. Give references and experience. Address JACKSON ORGANIZED CHARITIES, Jackson, Michigan.

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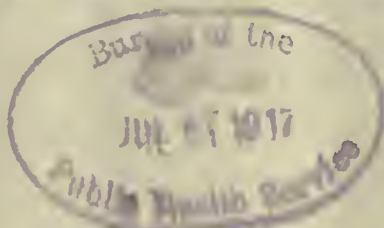
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THE PRICE

YESTERDAY:

One hanging high, bound fast to cross of pain,
Breathed blessing on the angry crowd and cried
"Forgive, they know not what they do!" and died
To draw a world within his tender reign.
One after one the prophet souls have birth,
Hold high their flaming torch, speak daring word,
Perish by torturing hate or cruel sword,
To win at last the altar-shrines of earth.
Oh, glorious company! These make it clear
What all mankind must be—august, divine.
But on what sodden crowds their faces shine,
How long before the few their message hear!
What miracle shall make the sullen, weak,
More quick to answer when the prophets speak?

TODAY:

A million crosses on a thousand fields,
Hiding unnumbered dead 'neath blasted soil;
The gifted youth—the simple man of toil—
Such as each generation's harvest yields.
These, slain by those who did not wish to slay;
These few, who knew their homes must be kept free;
These more, who died for Kings they could not see;
These most, blind spoilers of Life's hoard, each day,
In lands they had not meant to rob;—these Dead;—
Shall their most bitter cross no blessing bring?
Shall their black winter know no blooming spring
To presage harvests from their famine fed?
Forbid it, Justice, that from tyrants' power
Hath, age on age, wrung Freedom's richer dower!

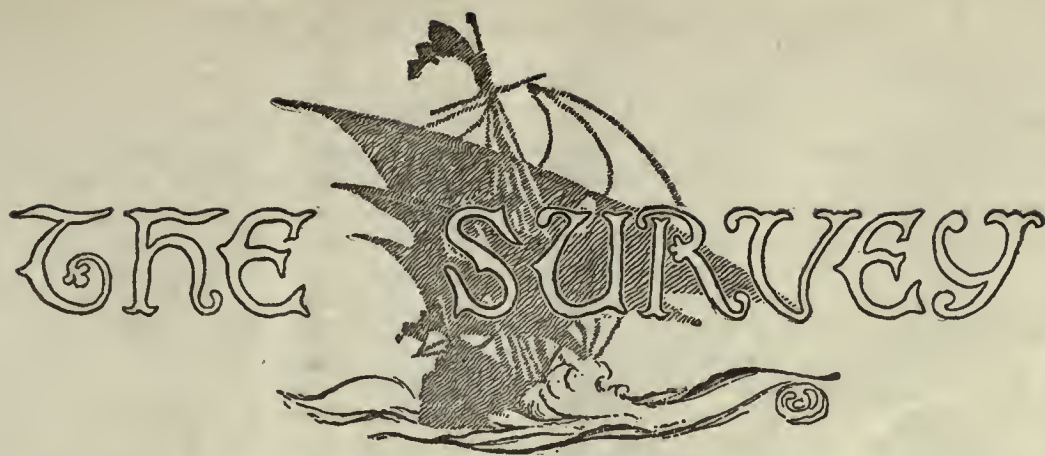
TOMORROW:

Oh, can it be that time has come at last
For thrones to topple and for Kings to go?
For Greed to loose its hold; for Power to flow
Supreme through humblest ways; for learning fast
That in the "fabric of the world," not fair
And gilded broidery of its famed and great,
Is Sovereignty divine? That not the rare
And mighty few, but warp and woof strange Fate
Weaves into destiny sublime for all the race
Is utmost promise of the Good; to last
When pride of wealth and dazzling lie of caste,
And even lonely prophet's gift of grace,
Shall show but pictured hint of Common Life
Shot through with splendor, born of Love and Strife?

MEANWHILE:

Meanwhile, on earth, Spring's flower-waking feet
Find not a place to rest; and sky and sea
Are desecrate by monsters grim that flée
And dive with Death; and chaos, only meet
For devil's realm, destroys the garnered gain
Of ages long. Justice, is this thy plan,
To claim such price for this new gift to man,
This gift of Common Life, cleansed free of stain
Of slavery and fear? Oh, Wisdom, teach
Thy Comrade thriftier ways! Behold the Price
Is paid, long since, by prophets brave; paid thrice
By these new dead whom praises cannot reach.
Call Love to heal hate's wounds! Great Wisdom, lead
Mankind by better paths to Freedom's need!

ANNA GARLIN SPENCER.



Social Aspects of War Taxes

By Samuel McCune Lindsey

PROFESSOR OF SOCIAL LEGISLATION, COLUMBIA UNIVERSITY

THE first war revenue act [which is the greatest emergency revenue measure that has ever been proposed in the American Congress] is not yet a law, although it passed the House of Representatives two months ago. The Senate Finance Committee reported it to the Senate on July 3 and recommended many important changes in the House bill, but the Senate has now recommitted it for further consideration in the light of the food administration bill. The liquor control features of the latter as well as many other proposed radical departures in policy affecting sources and yield of current revenues have made it necessary for the Finance Committee to revise its work. It is not likely, however, to change greatly the general principles upon which it proposes to begin the financing the war.

The House and Senate bills differ in important particulars, but rather in the details of application than in the essential principles of taxation and the social policies which those principles imply. We are here not so much concerned with the variation in the rates of the income tax as between the Senate and House bills or in the fact that the one proposes to double the federal estate tax while the other leaves it as at present, or in the details of the levy of the excess war profits tax, as we are in the fact that both bills propose to raise by immediate taxation from fifteen to eighteen hundred million dollars and to do this through doubling the normal income tax, reducing the minimum incomes exempted and increasing greatly the surtax, which begins with incomes in excess of five thousand dollars and reaches higher levels for the larger incomes than have been attained in any other country. This means a four per cent normal income tax on incomes over \$1,000-\$2,000, and from 1 to 50 per cent graduated surtax on incomes over \$5,000.

The task of raising revenue to defray war expenses is not to be a light one in any event, whether the huge sums that will be required are financed, first, directly from taxation with temporary reliance on loans, or secondly, wholly from loans with partial reliance upon taxation for the purpose of carrying interest charges, which has been our traditional policy in this country, or, thirdly, a combination of taxation and loans in relatively equal propositions. Professor O. M. W. Sprague in an article in the *New Republic* of February 24, 1917, set forth a "pay-as-you-go" policy and advocated what he called the conscription of income, having important analogies to the conscription of men, as the method for making it effective. The same policy was advocated in a memorial

to Congress on April 23 entitled, Memorial of Economists Regarding War Finance, signed by a number of prominent college and university teachers of political economy and finance. It was given greater prominence and pushed to a greater extreme as a theory of financing the war, by the American Committee on War Finance led by Amos Pinchot. It has won very considerable public support and has undoubtedly seriously influenced the general policy underlying the House and Senate bills. In a referendum submitted by the editor of *Equity* to the members of the American Economic Association, American Political Science Association, and the American Sociological Society, over one thousand votes were cast. As summarized in *Equity* for July, about one-third of these voters expressed themselves in favor of conscripting income in excess of necessity or reasonable comfort or "customary standard of life" as the chief reliance for meeting expenses of the war. Approximately one-third more voted for income conscription and also for other forms of taxation, while a fifth of the total vote indicated that it was favorable to the principle of conscription of income in the sense above indicated, though not recorded affirmatively in either of the two groups just mentioned. This left the general result practically five to one for conscription of income which a majority of the voters probably understood to mean the confiscation of incomes over one hundred or two hundred thousand dollars.

Prof. E. R. A. Seligman, of Columbia University, and Prof. Charles J. Bullock, of Harvard, have criticized severely the postulates of the conscription theory and the extreme application of the pay-as-you-go policy. (See Columbia War Papers, Nos. 7 and 16, for Professor Seligman's views, and *North American Review* for June for Professor Bullock's.) Still more recently, Prof. T. N. Carver has defended the conscription theory in the *New York Tribune* for June 24, 1917 [Some Must Fight; Shall Not All the Others Pay?], in which he says: "The real question, stripped of all verbiage and claptrap, is simply this: Shall we who stay at home pay for this war as far as possible as we go along, or shall we ask the government to borrow the money in order that we be not too much disturbed or disarranged, and that they who go to the front and do the fighting may help to pay for it after they return home—if they do return home?" Professor Seligman makes a spirited reply in the *Tribune* for July 15.

As a matter of fact, the financial policy upon which we are

clearly embarked in the bills now pending in Congress is one of reliance upon taxes *and* loans, perhaps not in the proportion of fifty-fifty, suggested by Secretary McAdoo, but in the proportion of the maximum load that can be put upon taxation without endangering the productivity of capital or lessening the production of wealth to be taxed. This means the conscription of income in at least one very legitimate meaning of that term. It does not mean the confiscation of any incomes however large or the taking of that part of incomes necessary for making good the wastage of capital, but merely that part which can be saved or economized in personal expenditure. To tax luxury, extravagance, waste, uneconomic consumption, miserly hoarding and every species of personal use of income or property which can be economized, saved or done without, is of the essence of this policy, not necessarily to pay-as-we-go but to put the maximum load upon taxation that the traffic will bear.

Professor Seligman thinks that this maximum load will be for the first year just about what Congress has set out to raise by taxation, viz.: Fifteen to eighteen hundred millions and that this amount should be doubled during the second year of the war. The balance of perhaps ten billions required in each year will have to be met from loans. Even this somewhat more moderate policy than the American Committee on War Finance advocates involves a very real concession to new forces of democracy and to the views that the committee has advocated. It also involves a greater tax burden than any of the fighting nations of Europe after several years of war have yet assumed or even thought of undertaking. It means a tax burden and a test of patriotism for the stay-at-homes as well as for those who go to the front.

Excess war profits upon a reasonable base of calculation can be and should be the chief reliance for the increased revenue from taxation during the first year. It is one of the two chief reliances of the Senate and House bills, but both incline rather to the increased income tax as the chief reliance. There is good authority for the assertion that with a little more elasticity in determining the base upon which the excess is to be calculated, one thousand million dollars, or two-thirds of the revenue to be derived from taxation in the first year, could be obtained from excess war profits, which might be taxed 60 to 80 per cent on a revised base, giving a choice of any three of the five years 1911-15 inclusive, without seriously disturbing the economic investment and productivity of capital. Those who profit most as a direct result of the war are those who are best able and should be most willing to contribute most in taxation. Incomes which now yield about two hundred and fifty million in taxes under the existing income tax law in the United States could be made to yield three to four times that amount without putting any greater burden upon them than Great Britain has done with her relatively smaller social income. We ought to have regard for the necessary implications of any radical variation or increase in the rates, and for the considerations which determine that part of income that is made taxable. Selective conscription, to which we are already committed, means having regard for what the dollars are doing when we propose to take a part of them as a compulsory contribution to the war chest. It is perhaps reasonable to say that at least one thousand dollars of income is necessary for single persons and two thousand for married persons or heads

of households as an exemption to cover the maintenance of a decent standard of living or to guarantee physical efficiency.

It may be reasonable and necessary to allow as deductions from gross income in getting at net income subject to tax the direct and necessary expenses for carrying on business, losses sustained, bad debts, etc., and on the principle of avoidance of double taxation, the deduction of all taxes paid to local, state or national governments, as the present law provides, and if so, it is equally necessary and socially expedient to allow as the Hollis amendment, now pending in the Senate, proposes to do: the deduction of gifts and contributions for charitable, educational and religious purposes. For administrative reasons, to safeguard it from abuse such a deduction might be limited to 20 per cent of any individual's otherwise taxable income for the year on the theory that probably 90 per cent of donors do not contribute more than 20 per cent of their income for such purposes. This is an essentially just and fair proposal and is not subject to the ordinary objections that attach to government subsidies or to special and class favors as ordinarily sought in legislation. It is neither the one nor the other any more than the fixing of the rate of the surtax at 24 per cent per annum upon the amount by which the total net income exceeds \$200,000, and does not exceed \$250,000, as prescribed in the Senate bill, means that that class of persons who have incomes between two hundred and two hundred and fifty thousand dollars receive a subsidy or favor because the rate was not 30 per cent as originally determined in the House bill. Whether 24 or 30 per cent, the rate presumably is the maximum for that particular class, the imposition of which will disturb least the productive and social uses to which such incomes are put and will take the maximum of the proportion of such incomes that now goes for luxuries, extravagance and personal consumption that can be economized. In like manner, the Hollis amendment assumes that any rate of tax upon that portion of income within any income group now voluntarily contributed as a sort of self-imposed tax to the quasi-public and vitally essential works of education, charity and religion would tend to discourage or possibly disrupt agencies of the common welfare which the government does not wish to take over and administer.

The exemption from the federal estate tax of legacies and bequests for educational, charitable and religious purposes which is proposed in the Myers amendment rests essentially upon the same grounds and is in complete harmony with the traditional policy of the nation and the states. The Hollis amendment has in principle excellent precedents in the legislation of Australia and in pending legislation in Great Britain, both of which countries apply in the strictest manner possible the principles of income tax legislation as part of their war revenue policy.

The war revenue bills propose no departure from our usual policy in the matter of taxation upon consumption which is intended to get at most directly the sources of expenditure for luxuries. It may be deemed desirable to increase the rates in many cases, but all present indications point to the probability that this form of taxation will be of diminishing importance in the methods relied upon to secure the revenue necessary for the vigorous prosecution of the war and for the enormous new tasks of government which we have already assumed.

Notable Books by Women

THE CITY WORKER'S WORLD

By Mary Kingsbury Simkhovitch. The Macmillan Co. 235 pp. Price \$1.25; by mail of the SURVEY, \$1.33.

Through Settlement Windows



As a rule those who have had the inner experience of life at a settlement house regard it as an inseparable part of what makes them contemporary. At last we have a book which actually precipitates the realities that come of this special attitude toward people and affairs.

The settlement has been something of a guild of mysteries. Its chief treasures could never be disclosed to the uninitiated; it was like Mme. Humbert's cabinet, always going to be opened, the fitting circumstances never coming about. Mrs. Simkhovitch even gives us a bit of a shock by making some things so plain.

You can see all the manifold ways of neighborhood acquaintance and have before you, in a little manual of doorstep and stove-side wisdom, the factored-out result. You are made better acquainted than ever before with what the different immigrant groups in action express themselves to be. There is a characterization of Irish dignity and worth that would almost by itself justify the book. You are accredited into the society circles of the tenements and given a participating sense of their codes and of their ranking events.

You are privileged to sit at the settlement board among the humanitarians, the altruists, the quasi-bohemians, the doctrinaires, the special reformers and the solid nucleus of those who are well shaken down into the situation.

And you have a freshly minted impression of the manifold revelation, the new avenues of community growth and power, the successive steps in broad projects of social construction, which can come of the downright approach of such a group to its neighborhood. In this case it means much that both the leadership in the actual drama and the shaping of this epitome of it are the work of a woman who, a true citizen of the world, with something of that "careless independence of spirit" which she praises, has gone through all the cardinal experiences of woman's life.

The author is clearly accustomed to being blown upon by all the winds of economic and philosophic doctrine, but she gives a telling exposition, within its compass, of working-class human facts as leading to far-reaching indications for statesmanship. Her treatment is quite beyond the mere inculcation of certain views sustained here and there with modern instances. As a sketch of the right method of approach to community issues, it is a fresh and genuine contribution. To a great supporting circle of volunteers, contributors, kindred spirits, and to all the apprentices of social work, this book is among the few indispensable. Read with intervals of reflection, it will be like a professional course of the waters to many practiced members of the craft.

The underlying point of view is American, even to the extent of being Yankee. "The American public is intent upon main-

taining the American standard of living, both through motives of democratic conviction and through desire to excel." Every Americanizing purpose must return to this issue, whose distinguishing note must be a reasonable degree of economic security. Up to this point, as our author reads the human nature about her, the finer moral judgments must be in abeyance—"materialism proper does not emerge," and the choices of life which give it variety and power and lead to its fulfilment, are barely possible. Even discontent hardly manifests itself, for this presupposes strength and hope.

While social legislation and progressive municipal administration are to some extent adding to range of existence, they are not coming definitely at the issue of the income standard. Hence the importance to American civilization of the organization of labor and of taxation reform must be more and more apparent.

The book does not enter into the precise bearing of settlement experience on these fundamental reforms. It is truly said that "the women of the industrial family are full of wisdom, responsibility and realism." The wives have the economic sagacity, so far as possible, to get the whole of their husbands' weekly wages in their hands before any division is made. What of the increasing power of association which they are gaining through the settlement toward creating a front for their economic protection? How can the woman employe solve her wage problem, especially if there be competition with men, without a comparison of her interests with that of the housewife?

Suggestive note is taken at many points of instinctive capacity for group action on the basis of the great working-class quality of loyalty. But we find no reference to what the settlement has done and can do in unfolding, through long drill and practice, the mystery and skill of associated action, which working people so grievously need

to learn. How can much further progress be made in marking up income and adjusting economic burdens without it?

A decade or two hence, when Mrs. Simkhovitch, or some disciple of hers, writes a similar book, there may be within sight a universal compulsory system of vocational education, with high emphasis upon the spirited training and discipline of the whole new generation in democratic collective action. To this end, a greater degree of confidence in certain phases of settlement experience would be of service in bringing about a new era of humanized, and therefore vastly increased, production, which would mean more for the better social order than any redistribution of the present product.

With her discerning appreciation of spiritual worth at the poverty line, it may well be that a further period of such intimacy as she has had will give new significance to potencies now hidden and apparently stifled by economic pressure. There is a tendency afoot in the guise of psychology—of which this book at many points shows the marks—toward eliciting the loyal response of the inner man from everyone however restricted in the present scheme of life. Some of the motives of the pre-economic period will reappear in more organic form. The moral reserve in the life of the poor will again be recognized as it merges into some instinctive rising of the neighbors. The settlement coming to its full estate as an organ of democracy will have that true quality of religion which sees in even the most hampered personality a potential and essential factor in the new creative synthesis.

ROBERT A. WOODS.

THE MENTALITY OF THE CRIMINAL WOMAN
By Jean Weidensall. Warwick & York, Inc. 332 pp. Price \$1.75; by mail of the SURVEY, \$1.90.

A Bedford Study



Dr. Weidensall's book, *The Mentality of the Criminal Woman*, offers some results of her five years of work in connection with the Laboratory of Social Hygiene at the Bedford Hills, N. Y., Reformatory for Women. The general purpose of the study as stated by the author was to find some

means of determining the reformability of the women convicted and committed to this correctional institution. The specific problem that was felt to be most urgent was the securing of a body of mental tests whereby one might differentiate from among the group those having sufficient capacity to benefit by training.

An introduction by Dr. Katharine Bement Davis gives an account of the history and purpose of the laboratory, and a brief statement regarding the institution as a whole, the type of women committed there, some of the questions that arise concerning them and the light which it is hoped scientific study may cast upon the solution of these questions.

The main body of the book contains first a discussion of the criteria which led to the adoption in the laboratory of certain

THE BOOKS

- ABBOTT: *Immigrant and Community*
ABBOTT and BRECKINRIDGE: *Truancy and Non-Attendance in the Chicago Schools*
BLACKWELL: *Armenian Poems*
BRONNER: *The Psychology of Special Abilities and Disabilities*
GAMBLE: *Sexes in Science and History*
HARTLEY: *Motherhood*
HUTCHINS: *Women in Modern Industry*
JAMES: *The Building of Cities*
LANE: *Henry Ford's Own Story*
MAC LEAN: *Women Workers and Society*
MOSKOWITZ: *A Modern Mother's Experience*
PARSONS: *Social Rule*
POLLOCK: *Our Minnesota*
REELY: *Minimum Wage*
RICHMOND: *Social Diagnosis*
SCUDDER: *The Church and the Hour*
SIMKHOVITCH: *The City Worker's World*
STERN: *Food for the Worker*
VAN KLEECK: *A Seasonal Industry*
VAN VALKENBURGH: *Mentality of the Criminal Woman*
National Defense
WEIDENSALL: *Mentality of the Criminal Women*
"Modemaiselle Miss"

¹Review unavoidably delayed.

tests and a certain procedure in giving them. The general aim was to find and to apply such tests as would answer certain very definite questions: Had the given individual sufficient ability to learn a trade? Was she potentially capable of becoming industrially self-supporting. Was she stable enough to adapt herself to social conditions? If she could meet these requirements, she was to be considered reformable. The task, then, became that of discovering the help science could offer in this very practical situation.

The general method adopted by Dr. Weidensall was that of a comparative study. Since no psychological tests that were available were considered sufficiently standardized with these particular points in mind, and hence could not be interpreted sufficiently well to offer safe diagnoses, it was felt wise to compare these criminal women with a group of law-abiding working-women or girls.

Naturally, it would be difficult to find a group exactly parallel to the Bedford women in all details except that they had not come in conflict with the law. An exact check group would involve similar age, nationality, educational opportunities and environmental conditions of upbringing, not to mention more complex aspects of family life. The best group for comparative purposes that could be found was one being studied by Dr. Helen Thompson Woolley, then director of the Bureau of Vocational Guidance in Cincinnati. The girls there studied—only records of girls are used in Dr. Weidensall's comparative study—were younger than the reformatory women, all must have completed at least the fifth grade, all were native born, and they were an unselected group of those leaving school at fourteen years.

It can be seen at once that there are several vital respects in which this group differed from the group of criminal women. The latter were not only older, but not all were native born, nor had all of them completed the first five grades of school. Indeed, 9 per cent had never attended any school. Further, they were of course a selected group of criminal women, those within certain age limits committed to a correctional institution of a certain type and for certain groups of offenses. In spite of these differences in conditions, the comparison of the two groups is exceedingly interesting and likewise very valuable if one keeps in mind the distinctions as well as the similarities which characterize the working girls and these delinquent women.

Noting results as a whole, it was found that the main distinguishing characteristic of the Bedford women was the slowness of their reactions. Frequently there was a greater difference in the time they required to perform a task than in the accuracy of the final result. Their slowness in understanding was found disproportionate to their ability ultimately to do. The Bedford group, consisting of eighty-eight women, was found to divide itself into two smaller groups, one in which ability was quite comparable to the Cincinnati working girls; the other notably poorer in endowment. The author summarizes her findings in the following statement: "Approximately 40 per cent of the Bedford women are decidedly less efficient in whatever these tests measure than the average Cincinnati working girl of fifteen years; 60 per cent parallel the working-girl group in range and distribution of records, and 33.3 per cent are at least as intelligent in whatever these tests measure as is the average Cincinnati working girl of fifteen. Approximately one-third of the group test up to the median record of the college maids in the tests which were given to both groups."

A few other findings may be briefly cited. The records of physical examination indicate,

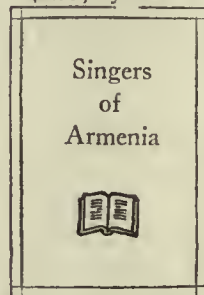
according to the author, that the Bedford women are unusually healthy. The social and industrial records show a great amount of school retardation, a general dislike of school which seems to have failed signally to hold the interest of these women, irregularity in periods of working, and long periods of idleness. As characteristics of the group are mentioned: lack of discrimination in the selection of work, thoughtlessness, reckless manner of leaving jobs for trivial reasons, little sense of the value of service or money, little foresight, and an uncritical attitude toward experiences of every sort.

None of the data gathered are evaluated in any way from the standpoint of causation of delinquency. The author does not purport to attack at all the problems of genesis of these delinquent careers. Her interest was much more largely centered in determining the mental status of these women offenders as indicated by results on a certain group of tests and evaluated in the light of her comparisons. The final conclusion reached is that two-thirds of these criminal women are tractable and responsive, and that an appreciable number of them at least, other things being equal, may be trained to be efficient and taught a reasonable measure of self-control. Of course, this conclusion rests only on the basis of this study of eighty-eight Bedford women, and the title, *The Mentality of the Criminal Woman*, must, therefore, be properly interpreted. No one could be certain that these findings are true of a group of women committed to institutions of different types, for other offenses and of other ages.

AUGUSTA L. BRONNER, M.D.

ARMENIAN POEMS

Translated by Alice Stone Blackwell. Robert Chambers, Boston. 295 pp. Price \$1.50; by mail of the SURVEY, \$1.59.



Seldom can one read with pleasure and interest the poems and lore of his birthplace translated into another language. But the Armenians are reading this book over and over again with pleasure even though they know the contents in their own language. Miss Blackwell should be highly congratulated; for *Armenian Poems* is not merely a translation, but rather a collection of exquisite portraits of peaceful life in a quaint village in one corner of the Garden of Eden, and the Virgin love of youth or maiden, or chants of the sorrows of a down-trodden race yearning for liberty.

Most of the poems are modern; for during the various periods of devastation by Asiatic hordes all the ancient literature was destroyed except some of the religious chants which form part of the Armenian church service. The discovery of any of the songs of Miss Blackwell's collection would have led their possessor to prison and their author to the gallows; for they are the expression of a time when the race was subject to an oppressive government—a handful of people surrounded on all sides by people antagonistic economically, socially, religiously and politically. Yet how tenaciously they clung to their Christianity and preserved their denomination, Miss Blackwell's admirable interpretation clearly shows, especially in such poems as *The Martyrs of Avarair*, and *The Lily of Shavarshaw*, though at any time since the second century, during Persian tyranny and during recent massacres, an Armenian might have saved his life by renouncing Christianity and accepting the Mohammedan faith.

The poems, *Let Us Live Armenians*, and *The Complaint to Europe*, show vividly the

highest type of patriotism, fostered through six hundred years of persecution, inherited from a long line of ancestors, both warriors and kings. The *Song of Liberty* shows the love and pride in their land whose topography has created in their hearts so peculiar a sense of freedom uttered in this song, called by European literary critics the best song of liberty ever written.

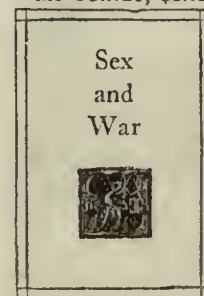
That Miss Blackwell knows thoroughly the rural life of the country is evident from such poems as *The Young Wife's Dream*, and others, in which the morality of the race is shown, and their sincere love and devotion to relatives and friends. This is held one of the greatest assets of the people.

The Armenians owe a debt of gratitude to Miss Blackwell for digging up these jewels from the Turkish mire. She has been a sincere friend of Armenia for many years. Twenty years ago people wondered why she should spend hours with her Armenian gardener in her library, when he should have been busy in the garden. Here is the answer: He was trying with his limited English vocabulary to give verbal translations of some of the poems, and to describe some phases of Armenian life to his patient and painstaking teacher.

Y. M. KAREKIN.

THE SEXES IN SCIENCE AND HISTORY

By Eliza Burt Gamble. G. P. Putnam's Sons. 407 pp. Price \$1.50; by mail of the SURVEY, \$1.62.



This revised edition of the volume, published in 1894 under the title *The Evolution of Woman*, is written to bring down to date the disclosures of later investigations which the author finds to be "in strict accord not only with the facts set forth in, but with the conclusions arrived at," in her earlier work. Even the outcome of the present war is fearlessly forecast to be as strictly in line with the author's avowed purpose to refute "the dogma of woman's inferiority to man" as the historical facts and the assumptions of prehistoric conditions, which she cites with an advocate's zeal that offsets such scientific knowledge as the volume contains.

Valuable as are the facts cited from a wide range of reading, yet the author's historical interpretations and assumptions are as open to challenge as are her ventures into prophecy. However one may appreciate the qualities of women that essentially supplement or are superior to those of men, such a "conclusion" as follows halts rather than advances progress toward a goal described in quite such sweeping terms as these:

"When the principles of equality and liberty which were established by early organized society gave place to a system founded on force and the control of the many by the few, and when through the subjection of women the natural checks to the disruptive tendencies developed in the male were withdrawn, the conditions now existing in so-called civilized society were foreshadowed. The war which is now devastating Europe, and which will doubtless spread over the entire earth, is the beginning of the end. . . ."

"The excessive male energy which has in the past been required for the development of our present civilization has become not only useless, but an actual hindrance to further progress. As this enormous power is no longer needed for useful purposes, it has been turned into channels of wantonness and destruction. . . ."

"The constructive element developed in human society is again to assume command over the destructive forces which have been

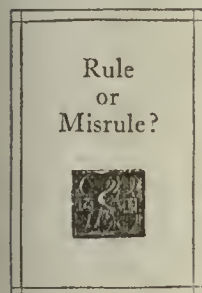
in control since the beginning of the historic period. As this element has been confided to women and as it is by them transmitted to offspring it is not difficult to forecast the position which the women of the future will occupy. The institution of marriage as it now exists will disappear. Only the most robust among women will propagate the race. These women, as did the women under early organized society, will choose their mates. They will exercise absolute control over the sex functions. Thus will be avoided the terrible consequences which have resulted from the present form of marriage."

The ascendancy of The Sex thus predicted is more autocratic than anything yet experienced at least in the so-called decadent "historic period." Yet the authoress hopefully assures us that "the philosophy of history proves to the earnest seeker after truth that the door of the future is not wholly closed"—presumably to mere men.

G. T.

SOCIAL RULE

By Elsie Clews Parsons. G. P. Putnam's Sons. 150 pp. Price \$1; by mail of the SURVEY \$1.09.



This book is a vigorous plea for greater social freedom—*i. e.*, for tolerance of individual variations, for collective ownership, industrial democracy, the disappearance of exaggerated nationalism and national wars. Its method consists in showing how social rule is based largely upon standardizations and arbitrary social classifications. Its solution of the problem is to divert energies now spent in ruling others and meddling with them into new outlets for effort and ambition, notably into science—*i. e.*, control over nature.

Much of this ground has already been plowed over by Sumner, Ross, Lippmann and others. Indeed, the implied thesis is Sumner's familiar dictum that the greatest social art is the art of minding one's own business.

Taken as a satirical essay and not as a scientific monograph, the book is interesting and even provocative. But it constantly annoys by its sheer wilfulness and cynicism. It is nihilistic, with scarcely a single constructive suggestion. So many examples occur of unwarranted pressing of the thesis and of questionable generalizations that one suspects the author of enjoying the rôle of *l'enfant terrible*. Moreover, the materials are not by any means always relevant. The chapter on delinquents and defectives, for example, is altogether superficial and unconvincing. The interpretation of racial assimilation as mere will-to-rule is, to say the least, and perhaps even avowedly, one-sided. The public is warned against the social worker and particularly the propagandist social reformer, who masks the will-to-power under a show of benevolent intentions. "Modern mechanisms of war might be but petty horrors compared to the undertakings of social reformers, rampant in attempts to control people 'scientifically,' to control birth and death, to regulate mating, to control feeling and thought and will, personality itself. The tyranny of traditional morality might be insignificant compared with that of the morality of eugenics. With the will-to-power of the social reformer unrestrained, his zeal for scientific management untempered, many of the subject classes would be re-victimized—children, women, the defectives and the criminal, 'backward' peoples."

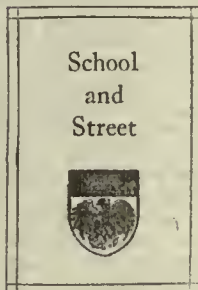
This brief quotation may be taken as a sample of the flavor of the book and its

point of view. We doubt if it will add anything to the author's reputation. At any rate, it in no way measures up to the high level of her earlier work.

A. J. TODD.

TRUANCY AND NON-ATTENDANCE IN THE CHICAGO SCHOOLS

By Edith Abbott and Sophonisba P. Breckinridge. University of Chicago Press. 472 pp. Price \$2; by mail of the SURVEY \$2.16.



The present volume is a continuation of the study by the same authors of the effects of poverty and lacking community intelligence in Chicago, which bear so heavily and unjustifiably upon large classes of children. The earlier studies are those of the Housing Problem in Chicago, which appeared in the *American Journal of Sociology*, Vol. XVII, and those upon the Delinquent Child and the Home, published by the Russell Sage Foundation, 1912. Closely associated with these as a source and inspiration of this study are Florence Kelley's reports as factory inspector in Illinois.

In the first and shorter part of the book, the authors trace the history of the development in Illinois of the sentiment and demand for free and compulsory (terms which still sound strange together) education. It is a story competently told with adequate documentation, not essentially different from that which could be presented for most parts of the country during the same periods. It cannot be read without a sense of the profound difference between the attitudes of the political and social historian on the one hand and that of the social reformer and administrator on the other. From the standpoint of the past, each one of our institutions and each advance in their development is an achievement that fills the reader with satisfaction. From the standpoint of reform and the future, we regard them with disapproving eyes as always conceived at first with too niggardly an estimate of their uses and too slight a recognition of their functions. Free education came somewhat as grudgingly, almost as a gift. It was not so much with a sense of responsibility as with that of generosity that the state contemplated its schools and the children who attended them. It is not easy to induce either an individual or a community to admit that, instead of having been a benefactor, he or they have been unfaithful stewards. This is not the only instance in our more recent history in which this change of attitude has been necessary to our social advance. Especially has the condition of the immigrant in the American city and country suffered from this ego-centric predicament of ours. Having conferred such privileges upon him by receiving him into our midst, by what right can we be accused of having exploited him? It is easier to correct the false perspectives of our vices than those of our virtues. With this task it is the second part of the volume is concerned.

Here the plot thickens. We see that the child's education and child labor are inextricably entangled with each other, that the state cannot give, much less compel, the one without very carefully restricting the other. And this again involves a shift in moral attitude difficult to make. It is an attitude most admirably brought out in the quotation from the decision of Sir James Fitzjames Stephens in the case of a little Eng-

lish girl to whom the school authorities sought to give her slight modicum of education when her home claimed the support of her wages. Sir James said, "She has been discharging the honorable duty of helping her parents, and, for my own part, before I held that these facts did not afford a reasonable excuse for her non-attendance at school, I should require to see the very plainest words to the contrary in the act. I might add that there is nothing that I should read with greater reluctance in any act of Parliament than that a child was bound to postpone the direct necessity of her family to the advantage of getting a little more education for herself." As the learned and moral judge took away from her the only schooling she could ever get in her life and sent her out to service, he patted her on the head and told her what a good child she was to prefer helping her parents to getting this insignificant piece of education.

In the same frame of mind, the community of Illinois and more especially of the great city of Chicago has too frequently considered the meagre wage which an untrained twelve- to sixteen-year-old child could get in industry of more worth than the education with which the state has undertaken to endow all its children. It seems strange that a state can give with one hand and, while by taking away with the other, can minimize its own bequest. It is profoundly depressing to realize that matters of such great moment as the social and intellectual training of the next generation are thwarted by attitudes of mind so seemingly harmless and even trivial that people cannot be got to consider them. If the community could only have been induced to regard the few years of schooling that were compulsory as priceless to the children, if they could only have therefore viewed the housing, food, the labor and health of the child from the standpoint of their bearing on this priceless education, how vastly different would have been the history not only of the schools in our whole country, but the life of the children in hundreds of thousands of families. Because the American community has been able to combine a somewhat grandiloquent attitude toward its whole system of public education with a somewhat contemptuous attitude toward schoolmasters and especially school-mistresses and toward the content of the required curriculum of the elementary school, it has never seriously faced the meaning of education to its children or considered the waste involved in destroying by impossible social conditions what it has expensively given in the school room.

It is this picture which is drawn in this study of truancy and non-attendance in the Chicago schools. The losses that result from the system of transfers are very considerable. There are others due to the utterly antiquated and stupid system of keeping and using the records. Still more serious are the losses from non-attendance due to the failure of the schools to face frankly the social problem that is involved in all public education. The employment of visiting teachers would increase the value of what the schools give, by enormous percentages. But even the business sense of the American community does not rise to so simple an application of its own methods. An admirable parental school brings about excellent results, but the community does not follow up these results into the homes from which these boys come to see what steps it could take to secure returns upon its great expense or to combat the causes of truancy at their source; for truancy has proved to be the expression not of boyish depravity but of broken-down homes. It is safe to assume that the average citizen of Chicago thinks that the truant officer is chasing mis-

chievous, unruly boys. The parental school is as much or even more needed for boys between the ages of fourteen and sixteen, but the slight enabling legislation cannot be obtained.

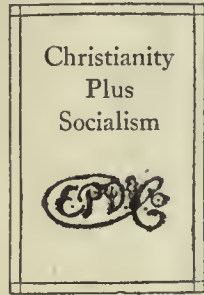
The schools should unquestionably have all children between these two years; but the community does not raise the age limit, though the results which are obtained at huge expense are reduced by the fact that children leave without completing even the minimum of the elementary course, and though the change of our whole system of industry has revolutionized the method of training those who enter it.

The accomplishment of this book is to take public schooling out of its antiquated and still somewhat academic atmosphere, and out of the outworn but persistent habits and concepts of the earlier American community, to present it in the light of the social background in which it belongs today, and compel the reader to realize that the education of the children of our great cities demands consistent thinking and courageous following up of its implications and honest common sense in administration.

GEO. H. MEAD.

THE CHURCH AND THE HOUR

Papers by a Socialist Churchwoman. By Vida D. Scudder. E. P. Dutton & Co. 133 pp. Price \$1; by mail of the SURVEY \$1.10.



Professor Scudder's Reflections of a Socialist Churchwoman are chiefly interesting in showing the reactions of her socialism and churchmanship upon each other. This motif is cleared from complications by her disavowal of any propagandist intent, although she "does not see how an intelligent

Christian can help being a Socialist," and sees "no reason why Socialists should not care for spiritual values." In defending the church from being held responsible for economic and industrial evils, "as though it were a separate body responsible for converting state and society," she maintains a mystical view of the church as "an interpenetrating force," whose "business is with life on the higher level, the life regenerate," whose Christian folk "can be appealed to *en masse* to act on a supernatural level, where private interests will yield instinctively and as a matter of course to the general good."

While claiming that "the Church as Church has no relation at all" with the struggle for better wages and hours or for political independence because this is "on the lower range of human action, on the range of the natural life," yet she insists that individual church members are in duty bound to sympathize with it and engage in it and have a right to the church's guidance in their efforts to "express their conversion in social action." The author gives some token of the confusion of her readers in trying vitally to connect individuals who are in the turmoil of this struggle with the church which "as Church" has nothing to do with it, although they themselves constitute the church itself. This dilemma led even to the concession that "there is much to be said in favor of an old custom by which the Church meant just Peter and nobody else," that is, the clergy without the laity, although it is admitted that this custom is justly obsolete "among us." Nevertheless, the only hope for social justice is held to be the individual's practical application of the church's righteousness at a personal self-sacrifice which

applies the church's sacrificial salvation. Thus only "in the mystical depths of dogma" can be found the "tremendous impetus to bold social action" that can rescue the modern social movement from the "half-deserved reproach of putting the body above the soul and losing sight of the eternal in the things of time."

Thus only can the church meet the social emergency by having within her a large group "who draw their social radicalism from the Catholic faith in its wholeness."

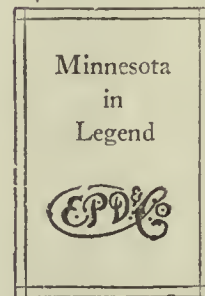
But both at its heights of social hope and its depths of religious idealism this volume lacks a practical hold on the unity of a human life. It fails to show just how the church, which cannot be regarded as a separate body, can yet be so separate from the people constituting it that it can dwell apart on a higher level while they themselves must so largely live and labor on the "lower range of the natural life."

It is admitted that men have looked to the church in vain "for any statesman-like attempt to evolve justice between nations or classes by the application of the law of Christ," yet in the light of such expressions of social faith as the Federal Council of the Churches of Christ has elicited, the author holds the church's distinctive contribution to the present crisis is not new economic theories or the approval of specific programs, but the insistence that her children "sift theories uncompromisingly in the light of Christian idealism" and "offer the incentive which shall draw all men to try the Great Adventure of Christian living in terms of the new age."

GRAHAM TAYLOR.

OUR MINNESOTA

By Hester M. Pollock. E. P. Dutton & Co. 373 pp. \$1.60; by mail of the SURVEY, \$1.75.



There is a thrill in the story of a great state. If chauvinism does not throw too much the veil of romance and destiny over the crude forces at work, the student can value the streams of influence which have shaped its ends. Here is democracy brought to full bloom by some magic

spell of the genii; compressed in less than a century are the kaleidoscopic stages of that growth; heroisms and hair-breadth escapes to fire a schoolboy's heart, intrigue and crafty manipulation, the clash of sordid interests, hardships and privations which sound strangely out of the past.

In Our Minnesota, which is a history of the state written for children, Miss Pollock catches something of this spirit of adventure. Simple yet vivid are her descriptions of the Indians, their ceremonies, games and methods of warfare. Many of the early incidents which have almost become tradition have been given a faithful presentation. There is the story of the grasshopper plague and the day of prayer appointed by Governor Pillsbury, and his famous statement, "And the very next night it turned cold and froze every grasshopper in the state stiff; froze 'em right all solid, sir. Well, sir, that was over twenty years ago, and grasshoppers don't appear to have been bothering us very much since."

Conceding the value of such a book for presenting in concrete, readable way the development of a great commonwealth, the book is somewhat marred for the reviewer by the author's naive assumption that all the acts of the early pioneers were virtuous, and

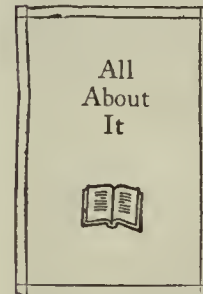
that the Indian was cruel and crafty in opposing the seizure of his land. As far as the reader could ascertain in his perusal of the book, only those incidents which present the growth of the state in a favorable light are presented. Although the growth of industries is dwelt upon, no mention, as far as could be found, was made of the passing of the wonderful resources of the state, its virgin timber and its mines, into the hands of the few. There are sordid chapters in the history of a great state which it would not be wise for the young mind to dwell upon.

On the whole, however, the book is an interesting and faithful presentation of the life story of Minnesota.

PAUL L. BENJAMIN.

SELECTED ARTICLES ON NATIONAL DEFENSE, INCLUDING COMPULSORY MILITARY SERVICE

By Agnes Van Valkenburgh. H. W. Wilson Co. 204 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.



A late publication of the Debaters' Hand Book Series, of which thirty-six volumes have appeared, is National Defense, including Compulsory Military Service, compiled by Agnes Van Valkenburgh, and published by H. W. Wilson & Co.

It contains a directory of organizations working for and against national defense, a brief admirably adapted to the purposes of high-school and college debating societies and an extensive bibliography. Indeed, if there are people in a quandary about the subject who wish to procure a clearer decision of view by process of reason they need seek no further.

The fairly selected articles of the text fill 200 pages and are taken from sources not earlier than December, 1915. They are drawn from government records and the more serious magazines and are technical rather than popular.

The loose speech and even looser argument of the campaign stump are not found among them, so that the book is a desirable addition to the table of readers who wish to hear both sides of a first-class social question and keep abreast of the deeper current of daily events.

W. E. K.

A SEASONAL INDUSTRY

By Mary Van Kleeck. Russell Sage Foundation. 276 pp. Price, \$1.50; by mail of the SURVEY, \$1.60.



In none of the painstaking industrial studies which Mary Van Kleeck has conducted for the Russell Sage Foundation have more difficulties been encountered—and conquered—than in this survey of the New York millinery trade.

The competition of the hand worker who conducts her own business with the factory employe, wholesale and retail; the wide variety in conditions among shops that are scattered from the lower East Side to upper Fifth avenue; the difference in processes on expensive handmade hats and hats turned out in the same pattern by hundreds; the fluctuation in wages; the apprenticeship system—these and many other intricacies of the trade are handicaps to a comprehensive, conclusive investigation.

Yet with really marvelous precision Miss Van Kleeck has sifted this confusing mass of material, correlated her data and penetrated to the one all-affecting aspect of the industry—its "appalling irregularity."

The buying and consequently the making of hats is concentrated into a period of approximately three months in spring and three months in the autumn. On an average for slightly less than half the year, therefore, the force in the shops investigated was equal to three-quarters or more of the maximum number employed in the busy season. Less than three in every hundred girls whose names were found on payrolls were employed in one position for fifty-two weeks in the year.

Naturally this violent fluctuation in work has its effect on wages. Rates of pay in millinery were found to vary widely from fifty cents or nothing a week for learners to \$150 for designers. The median for week workers and piece workers, as shown by payrolls, was \$9.69. Fifty-three per cent of milliners earned less than \$10 a week, as compared with 70 per cent of women in department stores, 85.15 per cent of the paper-box makers and 93 per cent of the candy makers—women workers in occupations investigated by the State Factory Commission of New York.

But these fairly high wages must be considered in the light of the fact that some 252 workers interviewed by the investigators reported an average loss of nine weeks' income in the year or 17 per cent of the normal working period. Although the earning capacity of these girls should have yielded through steady work an annual income of about \$500, the actual median earnings a year from all positions in all occupations were but \$365, or about \$7.00 a week, instead of over \$9.50. This wage is far below the \$9.00 set by the factory commission as the very lowest sum upon which a working-woman can decently maintain herself in New York.

In view of this constant depression upon wages by unemployment, the keen competition of a trade attracting a tremendous supply of labor, and the unorganized state of the industry (some slight attempt to unionize the workers is now being made), Miss Van Kleeck urges public control of the industry through the establishment of a minimum wage board and describes the beneficial results of such a system in Victoria.

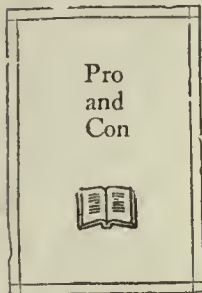
Around the central fact of the seasonal character of the millinery trade Miss Van Kleeck groups many interesting and valuable details. She considers the dangers of trade-school training that does not select girls with special aptitude or inform them as to trade conditions; she describes the workers and their standards of living; she shows that overtime, while prevalent to some extent, especially in the East Side shops on Saturday night, is not a pressing evil of the industry.

Throughout the study, comments by the workers themselves and pictures of their struggle to make both ends meet illuminate "dry-as-dust" statistics.

Criticism of the book may be directed against its delay in publication. Part of the study was begun as early as 1908, when the Committee on Women's Work was connected with the Alliance Employment Bureau. Later when the committee became a department of the Russell Sage Foundation it directed the inquiry into the millinery trade for the Factory Investigating Commission of New York. Although the material has apparently been brought down to date, the interviews with employers and employes were held between 1908 and 1912, and the payroll study was made in 1914. Delays in getting the data into print somewhat invalidates the use of the statistics for present quotation.

M. C.

SELECTED ARTICLES ON MINIMUM WAGE
Compiled by Mary Katharine Reely. The
H. W. Wilson Company. 202 pp. Price
\$1.25; by mail of the SURVEY, \$1.35.



Even though the constitutionality of minimum wage laws in this country has been established once and for all by the recent supreme court decision, controversial questions regarding their practical value still remain, and the subject will doubtless continue for some time to come an issue for social legislators and a popular topic for college debates. Miss Reely's handbook is intended primarily for debaters, but others interested in the question will also find of value its well-chosen bibliography, the brief which makes available in concise form the leading arguments, pro and con, and the articles selected from the mass of literature and fact bearing on the question of minimum wage legislation.

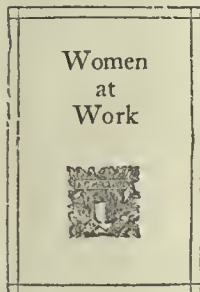
HENRIETTA WALTERS.

WOMEN IN MODERN INDUSTRY

By B. L. Hutchins. Bell & Co., London. 315 pp. Price \$1.00; by mail of the SURVEY, \$1.09.

WOMEN WORKERS AND SOCIETY

By Annie M. McLean. A. C. McClurg & Co. 135 pp. Price \$.50; by mail of the SURVEY, \$.55.



The writing of the first of these books was interrupted by the outbreak of the war. The interruption was a significant commentary on the author's previous decision to write a description of the effects of the industrial revolution "taking industrial revolution in its broader sense, not as an event of the late eighteenth century, but as a continuous process still actively at work." Realizing that the war would bring a new phase of the industrial revolution, Miss Hutchins at first contemplated a revision of her manuscript to reflect a new point of view, but wisely decided to leave the earlier chapters unchanged for its later historical interest as a description written just before the great upheaval. The effects of the war on women in industry, as they appeared in 1915, are outlined in a separate chapter.

The aim of the book is to set forth the facts rather than to discuss theory, but it is by no means lacking in thoughtful interpretation of the conditions described. Written before the investigations by the Health of Munitions Workers' Committee, it is prophetic of their findings in its conclusion that "the national wealth, or indeed the output of war material, would be much greater if it were produced under more humane and more reasonable conditions, with a scientific disposition of hours of work and the use of appropriate means of keeping up the workers' health and strength." A new spirit is beginning to dawn among working women, and on the whole the tendency seems to be toward greater independence. The domestic system of olden days is not pictured as a golden age from which women in industry have now fallen. The disadvantages of the past were great and the hopes of the present are many, with new methods of protection through such means as wages boards and health insurance. Trade unionism, too,

though making headway with difficulty among women, nevertheless can show gains.

As a somewhat rare combination of historical material and current information, reflecting an intimate knowledge of present conditions, the book is a valuable contribution to our knowledge of the difficult and increasingly important problems of women's work.

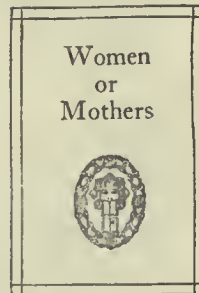
To arouse general public interest in wage-earning women is the purpose of Miss McLean's book. It offers in compact form a summary of current discussion of the problems of women in industry. The emphasis is on manufacturing pursuits and trade and transportation. The author describes this transition to modern industry, the effects of working conditions on the home, the share of women in industrial conflicts, health and housing, education and recreation, legislative remedies and the need for a better social conscience in industry.

The discussion is sometimes marked by a tendency to repeat common impressions without criticism, as in the statement that the women in domestic and personal service present no new problems; or that "the married woman is not a factor of importance in industry in the United States." Nevertheless, the book is useful as a clear, brief statement in a convenient form for that elusive reader known as "people at large."

MARY VAN KLEECK.

MOTHERHOOD

By C. Gasquoine Hartley. Dodd, Mead & Co. 402 pp. Price \$2.50; by mail of the SURVEY \$2.65.



Feminists will disagree with Mrs. Hartley because she demands recognition of woman primarily as a mother. Moralists will be shocked at her suggestion that extra-conjugal relations have legal recognition, and that all responsible parenthood be considered worthy parenthood. Persons who agree with Charlotte Perkins Gilman that trained specialists are better fitted to care for children than their own mothers, will think her reactionary.

However these things may be, child welfare workers who believe that "the welfare of the child is the one consideration that matters," will find much to interest them in this volume, especially the discussion of infant mortality, its relation to the employment of mothers and other prenatal conditions.

"The question has never been, Could women do this, or do that, kind of work? Rather it is, What work is most worth while for them to do?" Mrs. Hartley fears that with the present opportunities for women in industry, and women's desire for "freedom," "the things which matter most to life will be lost," and that they will forget that "motherhood, with the care of a little child and all the duties it should entail, is the ultimate joy, for the denial of which no personal freedom or success in work can compensate. As a worker, she has at all times occupied a secondary place; as a woman, she is supreme."

Mrs. Hartley pleads for greater frankness and honesty concerning the facts of sexual association, for honesty in teaching children the biological facts of reproduction, for recognition of the fundamental differences between the functions of men and women and for education of adolescent girls adapted to their needs.

There is an interesting account of the position of women before the great war and their position as affected by the war.

Mrs. Hartley does not claim to have solved the problems of sex and love and marriage, but her frankness in dealing with the problems and her earnest search for truth will help in the solution.

BERTHA F. JOHNSON, M.D.

A MODERN MOTHER'S EXPERIENCE

By Belle Israels Moskowitz. A. Malsin. 166 pp. Price \$1; by mail of the SURVEY, \$1.03.



This tiny book contains in a nutshell the essentials every woman should know of the care necessary to safeguard the life and health of the mother and her infant. We have here unusually clear, simple and yet scientifically sound advice. However, in this day of the long feeding interval, we

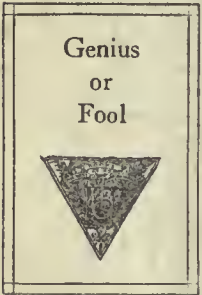
are surprised to find two and two and one-half-hour feedings up to the third month advocated by a writer otherwise quite up-to-date.

The make-up of the book is charming, affording a pleasing gift as well as most profitable reading for the expectant mother.

DOROTHY REED MENDENHALL, M.D.

THE PSYCHOLOGY OF SPECIAL ABILITIES AND DISABILITIES

By Augusta F. Bronner, M.D. Little, Brown & Co. 269 pp. Price \$1.75; by mail of the SURVEY, \$1.87.



The zest with which psychometrics has been developed since the ingenious venture of Binet has its most natural chances for rewards in the psychology of special abilities and disabilities. Schools and vocational life have their misfits, and yet most misfits when carefully studied have their

positive assets which are apt to be wasted. Hence the call for the study of the individual with special defect and the subnormal with special ability.

Dr. Bronner discusses the methods of diagnosis and the differential diagnosis, i.e., the means of determination and discrimination of the facts. After a chapter on some present educational tendencies pointing out the need of attention to the individual variations in abilities and reviewing several investigations, the author takes up special defects in number work (pp. 50-74), in language ability (pp. 75-117), in separate mental processes (such as memory, inner visual functions, work with concrete material, speed of reactions, perceptual abilities, higher mental processes), defects in mental control, and finally special abilities with general mental subnormality (pp. 196-219). An appendix (pp. 229-264) contains a survey of the tests and a report of the full examination of each of the 46 cases quoted in the text, excellently condensed.

The book is very carefully worked out; the conscientious accounts of the work by others are more than mere references, and the theoretical discussion and the actual case-records go clearly hand in hand. A careful study of this book gives one the comfort that instead of the usual mass of generalities dealt out in books on education we have at last solid ground for sensible and well directed constructive work.

ADOLPH MEYER, M.D.

THE BUILDING OF CITIES

By Harlean James. The Macmillan Company. 201 pp. Price \$40; by mail of the SURVEY \$46.



Impatient with a normal rate of progress, American reformers often attempt to further the object of their enthusiasm by foisting it as an additional subject upon a school curriculum already sadly overcrowded. This is the frankly avowed object of this contribution to *Everychild's Series*.

Of course, there are two aspects of city building which are part of any thorough teaching of geography: the history of the locality in which the children grow up and the history of city growth in general. But any effort to imbue children with a knowledge of the technical tasks of modern city planning is not only useless but mischievous. It is emphatically not true that all cities, even all growing cities, face identical problems.

The present volume has the further defects of confusing essential with non-essential considerations, and permanent with occasional and transient tasks. The illustrations are for the most part uninforming. Most healthy boys and girls will dislike the writing down to their supposed intellectual level which induces the author to clothe the whole book in an inane conversation between Every-boy, Everygirl, Past, Present, and Future.

B. L.

SELECTED ARTICLES ON MILITARY TRAINING IN SCHOOLS AND COLLEGES, INCLUDING MILITARY CAMPS

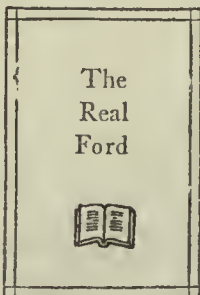
By Agnes Van Valkenburgh. The H. W. Wilson Company. 208 pp. Price \$1.25; by mail of the SURVEY, \$1.34.

Two years ago it would have been about as easy to compile a debaters' handbook on military training in the schools in this country as to compile one on the merits of foot-binding as practiced among the Chinese. There was then a practical absence of material. Now the problem is chiefly one of determining what to exclude. Miss Van Valkenburgh's bibliography alone covers thirty-one pages, and she lists twenty-six organizations working for or against national defense. Her selection of material covers a wide range, from publications of the United States War College to educational journals and soldiers' notes. It seems to be a trifle weak on suggestions of methods for getting the good of military training without the bad, that is, on a strong program of physical education.

W. D. L.

HENRY FORD'S OWN STORY

By Rose Wilder Lane. Ellis O. Jones. 184 pp. Price \$1.00; by mail of the SURVEY, \$1.08.



No matter what one's estimate of Henry Ford's greatness, it must be admitted that he is one of the most striking figures among America's present industrial leaders, and his career is a matter of interest and curiosity to the public at large. Miss Lane has written a readable account of Mr. Ford's

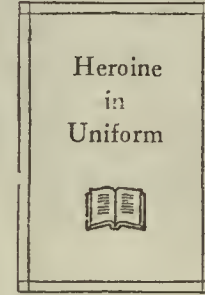
"own story" of his life from its very beginning up to the present. It is the story of a farmer who had a passion for mechanics, a passion strong enough to bring him to the

city and there to work out the fortune which has made him known the world over as the man who can pay a minimum wage of \$5.00 for an eight-hour day and still roll in profits by the million. If sympathy with one's subject is the *sine qua non* of biographers this should be the perfect biography. Miss Lane's enthusiasm for her subject colors the entire book and surrounds him with a halo of glory.

HENRIETTA WALTERS.

"MADEMOISELLE MISS"

Letters from an American Nurse serving in a French army hospital at the front. Preface by Dr. Richard C. Cabot. W. A. Butterfield, Boston, for the American Fund for French Wounded. 102 pp. Price, \$50; by mail of the SURVEY, \$55.



Dr. Cabot finds in these letters "some fragment of true atonement for the huge sin and blunder of the war." Written with the utmost simplicity and obviously without a thought of possible publication, they convey the atmosphere of that lone frontier station of life amid a man-made wil-

derness more impressively than any lengthy description could have rendered it. It is a record of service, inventiveness, cheerfulness which does credit not only to the author but to the many other American women as well who belong to this great new aristocracy of service. Here, at the very door of the great mad slaughter-house, death becomes beautiful and holy; jesting words come to lips about to close forever; spiritual life is intensified many-fold by pure devotion.

B. L.

THE IMMIGRANT AND THE COMMUNITY

By Grace Abbott, Director of the Immigrants' Protective League, Chicago. The Century Co. 303 pp. Price \$1.50; by mail of the SURVEY \$1.65.



National guardsmen have had to be called in on July 15 to quell the disturbances in the lead-mining area near Flat River, Missouri, where American-born miners are forcibly ejecting their comrades of alien origin. There is no war sentiment at the bottom of this fracas; the thousand or so foreigners

who have been obliged to leave the district are of many nationalities. The grievance is against foreigners as foreigners. "We want only a chance to go to work and support our families without being thrown out to make room for foreigners." Though the native workers protested that they had no ill feeling against the aliens other than that of competitors for jobs and that they would use no violence, Major Stepp on a tour of inspection found that two hundred homes of foreign-born miners had been pillaged, that women and children were without food, and that the native born expropriated their cows and other property at a nominal price.

This instance is the most recent illustration of many which could be given of the popular resentment against the alien workman which is undiminished, apparently, by the decrease of immigration during the last two or three years and by the exceptional demand for labor in almost every trade and industry. The immigrant is held respon-

sible for low wages and low standards of life. If a popular referendum were taken, it is not impossible that the people of this country would vote for a complete exclusion of foreign labor, no matter of what race or nationality.

Is it not time to ask ourselves whether there is any need, not only for this injury to American standards but to the havoc, the debasement, the wreckage of the immigrant's own standard of life, of work and of moral culture which he brings with him? Is the alien workman really an unmitigated nuisance and a charge instead of an asset to the national weal, or is it our carelessness, our stubborn indifference to his needs, our lust of exploitation, our unreasonable enmity which make him so? Truly, the damage done is not all on one side. It is here that Grace Abbott, from her eight years' intimate daily contact with the immigrants of Chicago, comes with a call to which, we doubt not, the nation must and will sooner or later respond.

The almost criminal folly with which those who arrive here to make a home and a living are left to find their way about as best they can, with which they are exposed to fraud, temptations, pitfalls, told, as it is in this book, by many stories of personal adventure, would make a sorrowful reading, were it not accompanied by the most precise, the most detailed, and the most convincing program of practical reforms in the administration of immigrant legislation and its supplementation, in court practice, education, and many other respects.

Is it believable that, merely to ensure some equitable distribution of profits on their transportation, "in the year ending June 30, 1916, immigrants were sent by nine different routes from New York to Chicago, but nearly three times as many were sent around by Norfolk, Virginia, as by any other single route?" In Chicago, we hear, a large receiving station for immigrants, provided by federal law and equipped with dormitories, bathrooms, laundry rooms, etc., has been standing empty for two years, for no other reason than that the administrative department of the government chose to consider its use impracticable.

Is it generally known that the government is making a profit from the head tax imposed on immigrants over and above the cost of the immigration service, amounting to over nine million dollars up to the end of the fiscal year 1915, and that in spite of this the new immigration bill, passed over the President's veto, has increased this tax for adults from four to eight dollars? Do our economists appreciate the fact that in the distribution and placement of immi-

grants the assumption is frequently made that a person who cannot speak English, whatever his previous education or trade training, must of necessity be an unskilled laborer—and this in spite of the insatiable demand of industry and agriculture, at most times, for skilled workers? Do they realize that there would be no shortage of farm labor now if even a slight effort had been made in recent years to turn farmers and farm laborers arriving in this country to work on the land—that, in fact, 283,053, over 42 per cent of all men and boys over fourteen who were admitted in 1914, gave these as their occupations in Europe?

Do the trade unionists know that of the Polish, Lithuanian, and Russian girls whose large number depresses the standard of wages in Chicago factories and stockyards, more than one-half have been engaged in farm work at home and, with a little organization of the right kind, could help to build up an immensely valuable rural industry in the western states? Have our legal lights ever noticed the absurdity of a law which excludes a person if an inspector decides that he will not be self-supporting, but excludes him also if he brings the best possible evidence of his ability to be so, namely the offer of a job?

Allowance must probably be made for the fact that the examples and personal histories quoted by Miss Abbott, having the purpose of illustrating certain hardships, inconsistencies, and evils, naturally give her picture an unduly sombre hue. Indeed, in spite of her indictment, which is severe, we do get glimpses here and there in her recital of facts which show that the task of adjustment is by no means hopeless or beyond immediate practical possibility, glimpses of neighborly kindness, of efficient case work by such organizations as that with which the author herself is connected, of a ready ability of the immigrants themselves to overcome difficulties and adapt themselves to unforeseen situations; above all, of their intense earnestness and eagerness for the good of their children.

We are glad to find Miss Abbott strongly in agreement with the point recently emphasized by Prof. Israel Friedlaender (the SURVEY, May 5), that those who would help the immigrants in our midst in an intimate way to solve their personal problems of life and labor must know their language and be acquainted with the historical, racial, and cultural background of the country from which they come. That a more or less mechanical process of Americanization, so-called, by teaching the English language and American subjects, is doomed to failure, she is able to prove from personal knowledge of

such efforts. "We should long have recognized that much of the opportunity for education which is offered the adult immigrants should be in their native language."

The only disappointing chapter of the book is that which deals with the immigrant and the public health. It leaves undiscussed such important questions as the possible connection between racial predisposition and relative immunity; the effect of climatic change and changes in habit, living conditions, and methods of work.

We heartily endorse Miss Abbott's conclusion that "the immigration problem is not so much a problem in assimilation as in adjustment. To assist in such adjustments, we must take account, first, of those traditions and characteristics which belong to the immigrants by reason of their race and early environment, and, second, of the peculiar difficulties which they encounter here." How this may be effected, the reader must find in the book itself.

B. L.

FOOD FOR THE WORKER

By Frances Stern and Gertrude T. Spitz. Whitcomb & Barrows. 131 pp. Price \$1.00; by mail of the SURVEY, \$1.06.



The authors of this book have made a direct contribution to the literature of both social service and home economics. Fully to appreciate the value of this contribution one must perhaps date back to the days when neither of the above activities was quite sure that it needed the other. The authors pre-

sent in small compass clear and scientific material that will be invaluable for anyone who is responsible for the feeding of families who through force of circumstances must keep to a limited food allowance. Considerable work has been done with low-cost dietaries, and the need for low-cost dietaries that present a healthful variety of food has been a crying one. Miss Stern and Miss Spitz have done much to fill this need. It would perhaps be carping to say that the protein allowance in their dietaries is lower than seems advisable for under-fed families, since the authors themselves recognize the necessary limitations. This is a book for the trained worker, but the untrained may find in it much to shed light upon their pathways.

WINIFRED S. GIBBS.

IN LITTLE SYRIA OF MANHATTAN

—"that great city, Babylon"—

By Harry Douglas Robins

THE narrow street with children swarms, at play
Beneath a scorching sun that makes the pave
Seem but a sun-crack in the blistered hide
Of some great obscene monster of a nether world,
Teeming with crawling parasites of human kind.

The fruit-man from a pushcart bawls his wares
Of many colors and all climes, o'er-ripe
And tainted with the poisoned feet of flies.
The ice-cream vender blows his raucous horn
And ladles stingy cones of painted sweet
From out the clammy depths within a can
Full deep enough of fraud to franchise Hell.

And as the ice-man drags across the street
Befouled with dirt and dung, a block of ice,
The children scramble for the broken bits
Left in its wake across the cobbled pave.
A mother bears a child upon her arm
And still another trundles in a "pram"
Before her through the crowd that fills the street;
And somewhere deep in trench or high on wall
I know a father toils that these may live.

Tall structures eastward pierce the heaven-floor,
Their roots entwined about great vaults of steel
That hold within their all-engulfing grasp
Enough of wealth to set a people free.

COORDINATION OF SOCIAL AGENCIES

SEVERAL members of the National Conference of Social Work, including some who favored and some who opposed the exemption of gifts to charitable institutions from the war income tax, united in asking the Council of National Defense to initiate measures for the better coordination of social agencies throughout the country.

The national council, expressing its sympathy, entrusted the carrying out of this idea to its Committee on Labor, acting in cooperation with Director Gifford of the national council. The Committee on Labor, in accepting this responsibility, instructed its Committee on Publicity, of which the editor of this department of the SURVEY is chairman, to secure the necessary information and to make such plans as would accomplish the purpose which the social workers in the national conference had in view. The name of the Committee on Publicity was modified to include these new responsibilities.

Accordingly the editor will be gratified to receive on behalf of the Committee on Labor full information concerning any plans which have been devised to coordinate social work, to conserve the resources of social agencies, and to adapt these agencies to the special conditions created by the war, and concerning new agencies created for present emergencies.

WHAT IS YOUR CITY DOING?

THE following questions will suggest the scope of the information desired:

I. How are existing agencies planning to extend and coordinate their work?

II. Give the following information as to special organizations created to deal with war problems:

1. Name and object.
2. How financed and managed.
3. Immediate program.
4. Executive officer.

III. How is your community planning to meet the food problems that arise?

IV. How is your community planning to cope with health problems produced by the war?

V. What special action has been taken toward caring for the moral and physical well-being of soldiers on duty in your vicinity?

VI. What special action has been taken toward controlling juvenile delinquency, intoxication, the social evil and other probable consequences of the extraordinary conditions which we are about to encounter?

VII. How has the removal of men from industry for military service affected labor problems?

VIII. How is your community organizing to deal with civilian relief?

IX. How is your community organizing to care for wounded and disabled soldiers and for re-education and re-employment of partially disabled soldiers?

X. Any other information about your own community, or any information you may have about other cities will be appreciated.

A similar questionnaire had been sent to some seventy cities by the Red Cross of Rochester, previous to the undertaking of the inquiry by authority of the Council of National Defense. Replies which have been received from half this number indicate that serious attempts at coordination have already been made in many cities. It is hoped that this department may be a medium for the interchange of information and experience about these developments.

SOCIAL FORCES

Any reader of the SURVEY who can answer the above questions about his own city will confer a favor by sending the information. Or a group might combine their information—appropriately, since it is a question of “social organization”—and choose one of their number to co-ordinate it and forward it.

MINNEAPOLIS, in cooperation with the local representatives of the International Y. M. C. A., the National Playground and Recreation Association, and the Bureau of Social Hygiene, has increased its special park police in the large park near Fort Snelling, and has added two policewomen. The Public Safety Committee has closed all saloons in one section of the city and has forbidden any saloons or questionable places of amusement in the neighborhood of the fort. It also requires an early closing hour in all saloons and cafés and forbids the selling of liquor to men in uniform, to women, or to men in the company of women. A part-time director of Civilian Relief has been appointed, and a training class for volunteers organized, under the Red Cross.

DOCTORS of Buffalo have organized to meet the situation caused by withdrawal of a large number of doctors for service with the Buffalo base hospital, and to give special attention to all medical problems arising from the war.

ROCHESTER is having a one-month study course for fifty volunteers, conducted by Robert C. Dexter, of the Montreal Charity Organization Society, under the auspices of the committee of the Monroe County Home Defense Committee on relief for dependents of families of soldiers and sailors. All who are enrolled have agreed to give definite time during the fall and winter to friendly visiting.

CINCINNATI'S War Council has a social service department which is making an inventory of the social service forces of the community. The replies are tabulated and the exact territory of each agency is outlined on a map.

The endorsement committee of the war council is issuing a card to *bona fide* solicitors for reputable war charities, and informing the public, through newspapers and circulars, that gifts for war purposes should be made only to a solicitor bearing the card. The endorsement committee of the Cincinnati Council of Social Agencies is also issuing an endorsement card for the representatives of regular social agencies. In this way it is expected that fraudulent or unauthorized canvassing will cease.

THE Babies Welfare Association of Philadelphia, by way of mobilization, has almost completed a census of all kinds of agencies for the care of children under six years.

REPRESENTATIVES of twenty-eight societies of Bridgeport, Connecticut, have chosen a Committee of Eleven, to formulate a plan for extending the activities and increasing the cooperation of all. Up to date the committee has worked on the elimination of duplication of effort, cooperation with the Red Cross and plans for emergency relief. By this careful planning, the existing agencies expect to be able to meet any need arising out of the war.

COOPERATION is rife in Columbus, Ohio. The Ohio branch of the Council of National Defense, the State Indus-

in WAR TIME

By Edward T. Devine

trial Commission, the Social Service Bureau of the Chamber of Commerce and the Columbus Associated Charities have helped to transform the state labor exchange into a State-City Labor Exchange, doubling, it is said, its efficiency. The Social Service Bureau of the Chamber of Commerce is the center for the Red Cross membership campaign and the collection of war funds.

THE United Charities Association of Pulaski County, Arkansas (headquarters Little Rock), has issued a pamphlet reminding its members that the experience of England and Canada has proved the importance of increased attention to local social work.

THE Bureau of Associated Charities of Newark (N. J.) has added to its staff a dietitian for propaganda regarding food conservation. The Board of Education has opened four of the high schools for summer courses to the general public in household economy, including the purchase and preparation of food, but with special emphasis on food conservation. A committee of the Mayor's Committee of National Defense is also interested in the conservation propaganda. The children's agencies, including the institutions, the Children's Aid Society, the S. P. C. C. and the day nurseries, have organized for the better consideration of their common problems, and the hospitals, too, have formed an association.

THE federal Department of Labor is organizing a "United States Public Service Reserve," made up of men who are ready to be called upon for paid or volunteer service in connection with the various branches of the government.

VIGOROUS assistance in recruiting is reported by the Bracc Memorial Newsboys' House of the New York Children's Aid Society. In addition to feeding and housing young men who were waiting for consent to enlist, procuring drill-masters for other centers, and organizing a committee to stimulate recruiting, every boy in the house has been drilling two nights a week. Since the declaration of war three hundred boys have been helped to get into the army and navy, half of whom had first to get their first papers. Forty boys have joined the National Guard and State Militia. It is said that two hundred boys who wanted to enlist were refused because of physical disability.

ENGLAND'S REGISTRY OF APPEALS FOR WAR FUNDS

A YEAR or more ago England began to see a serious danger in war charity. Persons of prominence allowed their names to be used freely, almost recklessly, in promoting schemes for war relief of which they knew very little, and consequently many fraudulent appeals were issued. In May, 1916, the secretary of state for the home department appointed a committee of eight to investigate and advise measures of control for war funds in the public interest. Testimony was secured from men and women of experience in dealing with public appeals for charity. The committee agreed that appeals for war funds should be placed under some system of control, and they recommended that it be made illegal to appeal to the public for any war charity unless the appeal be registered. The plan proposed was that a committee of three should be empowered to pass on persons

or groups desiring to register, and that failure to register an appeal should be punishable by fine. After careful consideration it was agreed that local authorities rather than the national government should undertake the registry, County Councils or Councils of Boroughs being the registering authorities, with power to appoint as members of the committee men or women who have special knowledge of charitable work. Appeals in behalf of allied nations would require the approval of the diplomatic representative in London of the nation concerned. The plan provides for a central index in London, under the Charity Commission, of all funds registered with local authorities as well as of all appeals for which registration had been refused.

DEAFENED SOLDIERS

AN interesting letter comes from a lady in Saint Louis whose husband lost his hearing in the Civil War and who, having learned lip-reading to help him, has been teaching others and helping them "to retain their usefulness." She fears that the deafened soldier may be in danger of being overlooked, and suggests that instruction in lip-reading should be included as part of the provision for his educational and industrial readjustment, and that it might begin in the hospital in the case of those who are crippled as well as deafened, while they are recovering from their operations.

A DISSENTER

. . . Surely, if there were anything which could quench the entusiasm of some of our foremost social workers, it would be the insistent repetition that social work has become chiefly a means of organizing the nation for war. I am certain they do not all believe that "To win the war is . . . more important than industrial standards or safety in factories; and more important than security of property or of human life on sea or land." Nor would they admit that "The first task is to win the war. The second is to preserve what is good in the nation." What could it profit a nation to win a war and lose what was good in itself? Doubtless the writer will explain that he thinks what is good in the nation cannot be preserved without winning the war, an idea which, to my mind, indicates a highly exaggerated estimate of what military victory can accomplish for good or ill.

Nowadays a government may have to choose definitely, as never before, between winning a war and preserving what is good in the nation. There is something fascinating in the picture of a vast, comprehensive national organization which will promptly and unflinchingly fill the gaps made by war in every department of national life. At first glance it appears to reduce damage and suffering to the minimum. But may it not prove a great danger under the guise of security? Such an organization makes it possible to drain the property, strength, intellect and lives of all our men, women, and children into one central channel, through which they can be poured into the bottomless pit of War as long as they hold out.

The unorganized nation was like a gambler who must stop playing when he had emptied his pockets; the organized is like a gambler enabled by an elaborate financial system to stake all his present possessions and his future prospects. The former might lose all he could lay his hand on, yet perforce give up the game before he was entirely ruined; the latter can play until he is actually beggared.

A fight to a finish, between nations perfectly organized after the modern plan and at all evenly matched, must mean for the vanquished such utter exhaustion as we dare not imagine, and for the victor a ruin little less complete.

REBEKAH G. HENSHAW.

Wickford, R. I.

THE editor of this department will welcome questions from readers, and suggestions as to topics which they would like to see discussed in these pages. Information from all parts of the country about conditions due to the war, and consequent developments in social work, will also be appreciated.



COMMON WELFARE

STAVING OFF STARVATION IN TURKEY

FORMER Ambassador Abram I. Elkus, in an interview last week with a member of the SURVEY staff, confirmed the rumors which at intervals during the last few months have reached this country concerning the appalling economic pressure of the war upon the people of Turkey. Not only the Christian and Jewish populations of the Ottoman empire, but the Moslem subjects as well, are suffering from a destitution and prevalence of epidemic diseases such as for long had been unknown even in this poverty-stricken country. Mr. Elkus himself contracted typhus last April when attending the opening of the first charitable soup kitchen of the government, established in imitation of several kitchens previously maintained by philanthropy. Some six thousand persons were fed at this kitchen on the first day.

The extreme poverty of the people is in spite of the fact that practically the whole female population has entered wage-earning occupations and in field and factory is doing the work of men who have been conscripted up to the age of forty-five and even fifty. Not only are their wages extremely low and separation allowances little more than an earnest of good intentions, but the value of the paper lira, the Turkish pound, has decreased in a comparatively short time, about a year, to little more than a third of its former value.

The principal form of relief is the issue of identification cards which enable the people to buy bread at less than the commercial price. American relief has taken the form of outright money grants to deserving families known to the missionaries and other agents, of the distribution of uncooked food bought wholesale at reasonable prices by the committees in charge, and of soup kitchens in the large cities where persons judged deserving after investigation are given portions of hot meat and vegetable soup to take home to their families.

The war has not interrupted American efforts on behalf of the subject peoples of Turkey which, according to the most recent dispatches, are more ur-

gently needed than ever. W. W. Peet, an agent of the American Committee for Armenian and Syrian Relief, until recently in Constantinople, cabled from Berne, Switzerland, on July 17, that he estimates the number of deported, destitute Armenians, Syrians and Greeks now in Asia Minor, Syria and Palestine at one and a half millions. Nearly all of them were self-supporting before the war, but conscription and deportation of their breadwinners, loss through destruction and government requisition have deprived them of property valued at millions of dollars. American and Swiss missionaries have remained on the field, but their funds in Constantinople have become exhausted.

During the period of reconstruction after the war, the former ambassador expects even larger demands upon American philanthropy, since the majority of those deported will have to be rehoused and supplied with farming tools and with operating capital. In this work of rehabilitation he expects that the young Moslems of good family who have passed through the American colleges at Constantinople and been imbued with American ideas and ideals will take a prominent part. While as yet the number of Turkish young men and women who have come under this influence is not great, they will act as levers in the democratization of this most autocratic of near-eastern countries. The finance minister whom Mr. Elkus conducted over the Girls' College at Constantinople last March was greatly impressed with the value of its work and expressed his gratitude for it to the

United States. Most of the teachers have stayed at their posts and expect to take up their usual courses after the summer vacations.

The chief obstacle to reforms is that Turkey has not so far developed an educated and influential middle class. Nearly all the storekeepers and business men are foreigners or of one of the despised subject races. Politics are dominated by organized religion to an extent unknown in other countries. Under present conditions, there is no end in sight to religious and racial persecution. In spite of this, Mr. Elkus is making a strong appeal for continued American support of the charities maintained in Turkey, not only among Christians and Jews, but also to aid the Moslem population. He holds that the good-will now shown to a suffering people, which has no part in the politics and actions of its autocratic rulers, is bound to bear good fruit in the future.

MAKING CITIES SAFE FOR SOLDIERS

SECRETARY of the Navy Daniels has entrusted to Raymond Fosdick, chairman of the Commission on Training Camp Activities, created some time ago by Secretary of War Baker, the chairmanship of a similar commission which will safeguard moral conditions and promote athletic contests and social activities in the naval and marine training camps. Taken together, these commissions are now either "cleaning up" or policing as to certain moral conditions nearly a hundred camp locations throughout the country.

Mr. Fosdick and his associates have the hearty co-operation of the War and Navy Department chiefs in carrying out the first two items in their program: removal of prostitution from anywhere within five miles of any camp or cantonment, and removal of all retailing of liquor from a zone at least a mile broad, around each camp. Local authorities are expected to enforce these rules, and to enforce the federal law forbidding the sale of liquor to anyone in military uniform. Failure of the police to so enforce the law and the regulations will be met, according to the cir-

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cumstances, either by removal of the camp to a law-abiding community or the vigorous enforcement of the law by the military authorities.

The commissions are by no means satisfied that the transformation desired in various cities where army or national guard or naval training camps have been located will be a simple matter. They anticipate difficulty, in certain cases, in persuading local authorities that saloons are really to be banned from the one-mile zone, and that prostitution is to be eliminated. Nevertheless the willingness of the heads of the War and Navy Departments to back up the findings of the commissions, even to the point of removal of the camps, is expected to have its effect.

The five-mile limit will not be enforced against saloons because the issuance of such an order would impose "dry" conditions upon many cities where the sentiment of the majority is averse to prohibition, and where local authorities are wholly out of sympathy with its enforcement so long as the voters have not outlawed the saloons. The one-mile zone is considered sufficient to guard the interests of the camps, when the soldiers and sailors are themselves forbidden to purchase liquor.

Aside from these measures of social sanitation, the commissions are responsible for the formation of numerous clubs—athletic, dramatic, musical and literary—and the organizing of general athletic contests and games among the men in the camps. They are sending special men to each camp to take hold of the formation of the groups which will promote these activities during the period of training.

No other nation in the war has attempted anything similar to the work of the Commissions on Training Camp Activities. Nothing ever attempted in this country, in similar lines, has approached this plan in magnitude or in completeness of detail. While the chief immediate object is the safeguarding of the physical and moral health of the young men entering the nation's military service for the period of the war, its promoters hope for it a permanent influence upon the point of view of every soldier and sailor as to his own responsibility to the community.

MINIMUM WAGE FOR ENGLISH FARM LABOR

THE corn production bill adopted this week by the British House of Commons embodies a section which, three years ago one of the chief weapons in Lloyd George's fighting arsenal, has since become a matter of common agreement—the provision of a legal minimum wage for agricultural laborers. The bill provides for the establishment of wage boards similar to those

which determine minimum wages in the sweated industries, but with the proviso that in no case shall the wage be fixed at less than twenty-five shillings (\$6.25) per week, including value of perquisites.

Critics of the government contend that this is not a living wage at present prices, and that a minimum of at least thirty shillings (\$7.50) is necessary to carry out the intention originally avowed by the government of making it a real living wage. The government replied that nothing in the bill will prevent a wage board from fixing a higher minimum for the area it serves and that anyhow the minimum provided for in the bill is immensely higher than the wage now received by the great majority of laborers. Since, under the bill, the government makes itself responsible to the farmers for loss incurred by the higher wage expenditure, the difference of five shillings a week might assume an annual net loss to the taxpayers of £40,000,000 (\$160,000,000).

FIXING WAGES FOR WOMEN

THE Supreme Court decision of April 9, upholding the constitutionality of the Oregon minimum-wage law, has given impetus to the enforcement of state minimum-wage legislation that has been awaiting federal judgment.

The Arkansas Supreme Court has upheld the Arkansas minimum-wage law providing a flat rate of recompense for inexperienced women employes of not less than \$1 and for those employed over six months of not less than \$1.25 for a day of nine hours.

"The strength, intelligence and virtue of each generation," declared the court, "depends to a great extent upon the mothers. Therefore, the health and morals of the women are a matter of grave concern to the public, and consequently to the state itself."

More recently still the State Indus-

trial Welfare Commission of California has announced a revised wage schedule for women employed in mercantile establishments. It provides that no experienced woman shall be employed in any mercantile industry of the state at a wage less than \$10 a week, or \$43.33 a month.

A lower wage is set for learners, starting with a minimum of \$6 a week for girl learners under eighteen years of age, and a minimum of \$8 a week for girls starting to work between eighteen and twenty years. In each case the wages will be automatically increased fifty cents a week every six months until the minimum wage of \$10 a week for experienced workers is reached. Learners starting work at twenty years or over begin at a minimum of \$8 a week and receive an automatic increase of fifty cents every six months until \$10 is reached.

The regulation stipulates that no woman or minor will be allowed to work in a mercantile industry more than eight hours in any one day or forty-eight hours in any one week.

AMERICAN AID TO RUMANIA

RUMANIA, partly perhaps owing to her autocratic form of government and social organization and partly owing to her treatment of her Jewish citizens, can hardly be said to share the warm friendship which the people of America feel for others of their Allies. Nevertheless, the suffering of her great submerged peasantry is making an irresistible appeal to American generosity. And to Rumania the American Red Cross has dispatched its third relief commission.

This commission is headed by Henry Watkins Anderson, a Richmond, Va., lawyer; the other members are Arthur Graham Glasgow, a leading engineer from Washington, D. C.; Dr. Francis W. Peabody, of Boston, recently returned from an investigation of health conditions in China; Bernard Flexner, of Louisville and Chicago, whose constructive studies of juvenile courts and child dependency have served all social workers in social; Dr. H. Gideon Wells, professor of pathology at the University of Chicago; Dr. Robert C. Bryan, of Richmond, Va., and Dr. Roger Griswold Perkins, professor of hygiene at Western Reserve University, Cleveland. The medical unit accompanying the commission consists of thirteen doctors and twelve nurses. A special emergency appropriation of \$200,000 has been voted to defray initial expenses, including that of medical supplies, serums, vaccines, and foodstuffs urgently needed in Rumania.

The first object of the commission on reaching Rumania will be to investigate conditions of health and sanitation; but it will be necessary also immediately to

[Chapin, in the St. Louis Republic]



IN THE NAME OF HUMANITY

begin actual relief work among the large number of refugees from the sections occupied by the enemy. Henry P. Davison, chairman of the Red Cross War Council, in announcing the dispatch of this commission, dwelt upon the patriotism and disinterestedness of the professional men who, in some cases at great personal inconvenience and loss and always with no inconsiderable risk, have responded to the call of humanity.

RELIEF ADMINISTRATION IN WINNIPEG

ON May 1, last, Canada's first Social Welfare Commission commenced operations in Winnipeg. The commission is the direct outgrowth of the Social Welfare Association of Winnipeg which, since 1909, a year after its inception as an associated charities, has been the agent for administration of city relief. The new commission, which is constituted by civic by-laws and authorized by the province through an addition to the city charter, has now taken over the entire staff of the association, with its secretary, J. Howard T. Falk. It is independent of the City Council as an executive body, but dependent upon it for its operating funds.

Under a by-law, the commission is composed of eight aldermen and six citizens appointed by the City Council.

The association continues as an auxiliary and will place funds for extraordinary purposes at the disposal of the commission. It is expected that next fall it will raise the money to pay for the services of a visiting housekeeper, a most helpful adjunct to relief work, delayed in the past through lack of money. Having proved the value of her service, the association will ask the commission to assume the responsibility of her salary.

The present responsibilities of the Social Welfare Commission are to give aid and service to dependent families and homeless men; to investigate for hospital treatment in public wards; to investigate for admission at the expense of the city to the Home for Incurables and homes for the aged and convalescent sick; to investigate and supervise mothers in the city of Winnipeg under the Manitoba mothers' allowances act, and to initiate measures with a view to the prevention of poverty, sickness and crime.

During the years that the Social Welfare Association has administered public relief, much opposition has been encountered to placing some \$12,000 of taxpayers' money every year in the hands of a private organization. That the association was able to weather the storms of protest and to progress almost in advance of public opinion was due in large part to its first president, J. S. Woodsworth, a man of rare tact and wisdom, who had the confidence of the best as well as the most influential of Winnipeg's citizens.

THE REICHSTAG AND PEACE

THE so-called Reichstag peace resolution was drafted before the resignation of the Chancellor who, from the beginning of the war, had shaped Germany's foreign policy. It was passed last week by a vote of 214 to 116 immediately after his successor, a man of unknown caliber and convictions, had made his maiden speech. It was the first and apparently independent act of a new block of parties which before long may stand together in open opposition to the government—centrist, progressive and socialist.

THE REICHSTAG RESOLUTION

"As on August 4, 1914, so on the threshold of the fourth year of the war, the German people stand upon the assurance of the speech from the Throne—'We are driven by no lust of conquest.'

"Germany took up arms in defense of its liberty and independence and for the integrity of its territories. The Reichstag labors for peace and a mutual understanding and lasting reconciliation among the nations. Forced acquisitions of territory and political, economic, and financial violations are incompatible with such a peace.

"The Reichstag rejects all plans aiming at an economic blockade and the stirring up of enmity among the peoples after the war. The freedom of the seas must be assured. Only an economic peace can prepare the ground for the friendly association of the peoples.

"The Reichstag will energetically promote the creation of international juridical organizations. So long, however, as the enemy governments do not accept such a peace, so long as they threaten Germany and her allies with conquest and violation, the German people will stand together as one man, hold out unshaken, and fight until the rights of Germany and its allies to life and development are secured. The German nation united is unconquerable.

"The Reichstag knows that in this announcement it is at one with the men who are defending the Fatherland; in the heroic struggles they are sure of the undying thanks of the whole people."

The seconder of the resolution, Deputy Fehrenbach, expressly defended its supporters against the criticism of playing into the enemy's hands by advocating a new peace offer. It was nothing more, he said, than an honest expression of an overwhelming majority of the German people for a peace of reconciliation, without annexation and compensation. Conservative and militarist opposition to the resolution took the now usual form of insinuating that it was due to clever suggestion and machination from without the empire. The *Koelnische Zeitung*, which takes this view, says there is no genuine demand within the empire for democratization. "Let us be sober. What England and America—warlike imperialism and tyrannical oligarchy—are using as a catchword and a trap, our people are taking in dead earnest."

Very different is the opposition to the resolution on the part of the radical socialist minority. Deputy Hugo Haase, who presented its views in a lengthy speech just before the resolution was passed, denounced every reform offered by the government or asked for by the majority, including participation of the Reichstag in the control of foreign policy. His party, he said, stood for immediate peace and for a social republic.

Chancellor Michaelis's pronouncement on the resolution, read in conjunction with previous utterances of the government, implied, though it does not definitely embody, hostility to its demands:

"Germany did not desire the war in order to make violent conquests, and, therefore, will not continue the war a day longer merely for the sake of such conquests, if it could obtain an honorable peace.

"The Germans wish to conclude peace as combatants who have successfully accomplished their purpose and proved themselves invincible first. A condition of peace is the inviolability of Germany's territory. No parley is possible with the enemy demanding the cession of German soil.

"We must, by means of understanding (*Verständigung*) and in a spirit of give and take (*Ausgleich*), guarantee conditions of the existence of the German Empire upon the continent and overseas.

"We must, as expressed in your resolution, prevent nations from being plunged into further enmity through economic blockades and provide a safeguard that the league in arms of our opponents does not develop into an economic offensive alliance against us.

"These aims may be attained within the limits of your resolution as I interpret it. We cannot again offer peace. We have loyally stretched out our hands once. It met no response, but with the entire nation and the army and its leaders in accord with this declaration the government feels that, if our enemies abandon their lust for conquest and their aims at subjugation and wish to enter into negotiations, we shall listen honestly and readily to what they have to say to us. Until then we must hold out calmly and patiently."

REGULATION OF POOL HALLS IN KANSAS

AN ordinance has been adopted by the City Council of Kansas City, placing the licensing and regulation of pool halls under the recreation department of the Board of Public Welfare.

This action on the part of the council, together with ordinances already in existence, makes a very comprehensive system of control of commercial recreations in Kansas City. All dance halls and skating rinks have to have permits from the Board of Public Welfare to operate and are carefully inspected, and rules are enforced in regard to their conduct. All motion picture films exhibited in Kansas City are censored likewise in the Department of Recreation.

In the first week of pool-room inspection seven or eight halls were closed, and the board established strict rules besides those contained in the ordinance. No

liquor can be sold now or dispensed at a pool hall; no gambling of any kind is allowed; minors are not allowed to frequent or play in the pool hall; no screens obstructing the view are permitted; and the presence of a lookout is considered sufficient cause for revoking a permit. The ordinance also provides that the possession of a federal license to dispense liquor is prima facie evidence of intention to violate the ordinance and sufficient ground for revoking the permit.

While large numbers of halls will be closed, the desire of the Board of Public Welfare is to exercise reasonable regulation over the pool halls and not to interfere with them as a legitimate form of amusement.

Its avowed program is to make all forms of commercial amusement in Kansas City subject to licensing and supervision under its recreation department.

MUNICIPAL INSURANCE FOR CANADIAN SOLDIERS

HOW certain localities in Canada have, ever since the war began, protected the families of enlisted men by life-insurance policies and have paid the premiums on these policies themselves, is told by S. Herbert Wolfe, an actuary of New York City, in a report to the Children's Bureau of the U. S. Department of Labor just issued. Captain Wolfe is cooperating also with the section appointed recently by the Committee on Labor of the Council of National Defense, of which Judge Julian W. Mack is chairman and which was formed to draft legislation providing compensation for soldiers and sailors and their dependents.

His report deals with the whole question of assigned pay, separation allowances, aid by the Canadian Patriotic Fund, and other forms of relief for enlisted men and their families.

The most interesting form of insurance issued is that in Toronto, where the city itself has entered the insurance business and has created a special bureau for that purpose. Every officer or enlisted man residing within the city limits who has volunteered for overseas service since the war began has been protected by a life-insurance policy of \$1,000, the protection running from the day of his enlistment to his death or six months after discharge or resignation. The amount of insurance so issued up to May, 1917, was over \$32,000,000, while that issued by private companies in Toronto was only \$10,000,000.

To meet the cost of this insurance Toronto has issued \$2,000,000 of bonds for war purposes. The charge of principal and interest on these bonds is a charge upon the general taxpayers of the city. Originally the city planned to obtain all of its coverage from duly organ-



Winsor McCay, in the New York American

ized insurance carriers, but the mortality experience led the companies to decline to continue coverage on the same basis as theretofore and so the city entered the insurance business itself. It had paid \$930,000 in death claims up to May 14.

"It is interesting to note," says Captain Wolfe, "that while at first the city paid the principal sum to the beneficiary in one sum, it soon became evident that such a course was inadvisable and led to extravagant and ill-considered disbursements. At the present time, therefore, an investigation of the circumstances of the dependents is made by a committee of officials which recommends how the amount should be paid; in most cases the amount is paid in monthly installments of \$30 each, and the city allows interest at the rate of 4½ per cent per annum on the unpaid balance. In exceptional cases, however, this rule is modified, and if the beneficiary require the principal sum to pay off or reduce a mortgage or to enable her to be placed in funds to start in business the entire amount is paid at once.

"So far only one action has been brought against the city. This was the case of a soldier who worked in the city but who did not live within its limits. Although the policy had been issued, the city claimed . . . that no contractual relations existed, as it was not the intention . . . to accept non-residents. . . . The court sustained the contention of the city officials and no appeal has been taken."

Other Canadian municipalities have bought policies from companies domiciled in the United States. Different methods have been followed by these in the distribution of benefits. In some places the proceeds have been payable at once to the beneficiaries of the deceased or to his estate without regard to their necessities, while in others the proceeds have been pooled and divided among those beneficiaries who needed the protection.

WAR INSURANCE FOR SOLDIERS AND THEIR KIN

THE most specific statement yet made of government policy with respect to insuring the lives of soldiers and providing for their dependent rela-

tives was issued on Monday at the office of the Treasury Department in Washington:

"The plan has not yet assumed definite form," said the statement, "but when it has been worked out in all its fundamentals and details, Secretary McAdoo will present it to the President for his approval, and if approved, the recommendation will be submitted to Congress at an early date for its consideration.

"The whole proposition is based on the fundamental idea that the government should, as a matter of justice and humanity, adequately protect its fighting men on land and sea and their dependent families.

"Under the plan discussed, it is suggested that provision be made for the support of dependents of soldiers and sailors by giving them an allotment out of the pay of the men and also an allowance by the government: that officers and men be indemnified against death or total or partial disability; that a system of rehabilitation and reeducation of disabled men be inaugurated and that the government insure the lives of sailors and soldiers on their application at rates of premium based upon ordinary risks.

" . . . The amount of the government allowance would depend upon the size of the family and, as to others than the wife and children, upon the actual dependency upon the men. The family allowance would be made only if the sailor or soldier makes an allotment for his dependents out of his pay.

"The risk of death or total disability would be compensated for somewhat on the analogy of workmen's compensation acts, with the compensation measured by the men's services, the size of the families and the loss to the family. Partial disabilities would be compensated for upon a percentage of the compensation for total disability. The cost of this compensation naturally must be paid wholly by the government.

"In working out the new system it is deemed essential that a system for reeducation and rehabilitation be established, so that injured men may be fitted as far as possible for lives of usefulness either in their former or some other vocations."

Insurance policies, it is understood, would, under this plan, run from \$1,000 to \$10,000, the government paying any costs above those of peace-time rates. The statement concluded by saying that the subject would probably be considered during the present session of Congress.

JOTTINGS

ACCORDING to an Italian paper, the Red Cross of Rome and the Red Cross of Vienna have arranged to exchange all war prisoners who have tuberculosis, at whatever stage of the disease.

AN anti-injunction bill similar to that enacted in Minnesota was "pocket vetoed" by Governor Stephens of California. The bill was passed by both houses of the legislature after a sensational contest between labor men and anti-union employers, but the governor failed to sign the bill within the time prescribed by law.

THE French minister of the interior has created a committee of fifteen members, the *Commission Consultative des Marchés et des Stocks*, to take charge of the purchase of materials for the provisional and final reconstruction and restocking of the invaded districts of France. State Councillor Ogier, one of the ablest and best-known officers of the ministry, has been appointed chairman of the committee.

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P. S.—We'd be glad to have the names of friends who you think would like the SURVEY. We'll write them and send sample copies.

ON June 15, 1917, occurred the marriage of Helen Glenn, supervisor of mothers' pensions for Pennsylvania, to Francis D. Tyson, professor of social economy of the University of Pittsburgh. Dr. Tyson is a member of the summer school faculty of the University of Minnesota and has been engaged by the Pennsylvania Department of Labor and Industry to investigate and study the present negro migration from the south.

THE American Federation of Labor's executive council has declined the invitation to have American trade unionism represented at "an international conference of trade unions" on September 17, in Switzerland, to discuss "the demands of peace of the trade unions." This conference was agreed to at a meeting on June 8, in Stockholm, of Dutch, Danish, Norwegian, Swedish, Finnish, German, Austrian, Hungarian and Bulgarian trade unionists. In declining the invitation President Gompers cabled that the council of the American federation had decided such conferences to be "premature and untimely" and leading to no good purpose.

JEANNETTE RANKIN, congresswoman from Montana, introduced in the House on July 10 a bill appropriating \$5,000,000 for separation allowances to the dependent families of enlisted soldiers and sailors during this war. Under its provisions not more than \$75 a month can be paid to a single family, nor more than the man's average

earnings before enlistment, provided: that a wife or dependent mother shall receive not less than \$30; a wife with one child not less than \$45; a wife with two children not less than \$60, and a wife with more than two children, \$75. If the wife dies, each dependent child is entitled to receive \$15 a month, and all children above the age of sixteen years who are physically or mentally incapacitated are entitled to support. The bill has been referred to the House Committee on Military Affairs.

THOSE 60,000 DOCTORS

TO THE EDITOR:

In your issue of July 14, page 344, appears a communication from Ridgewood, N. J., entitled "Seventy Social Workers," in which the writer refers to a statement that 60,000 doctors had been killed.

Whether these wild, exaggerated statements of mortality in various branches of service are inspired by pro-Germans and pacifists or not, they obviously do not help enlistment and are discouraging. It is believed that these stories are deliberate German propaganda. At any rate, they should not pass unrebuked.

In the first place, there are probably not 60,000 physicians in the whole of England. It is some question whether there are that many in the British Empire. And as to the mortality among them, the highest figure I have seen is 958. In the *American Medical Journal* a statement appears that the mortality among physicians on the western front is 195 killed, and I think less than 100 wounded.

Pittsburgh.

EDWARD A. WOODS.

For Labor's Defense

TO READERS OF THE SURVEY—

Anyone wishing to contribute to the fund for giving Mrs. Rena Mooney and the others who are under accusation a fair trial is invited to send the money to the International Workers Defense League, 210 Russ Building, San Francisco.

ALICE STONE BLACKWELL writes:

"The prosecution is backed by unlimited money. The defense is almost penniless. Unless means are supplied, there is grave danger of a serious miscarriage of justice, and the judicial murder of several innocent persons. The effect in embittering feeling among the workers, and alienating the sympathy of Russia from the United States may be imagined."

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BY YOUNG WOMAN, graduate of school for social workers; A. M. degree in sociology; four years' experience in charity organization and juvenile court; two years in executive position. Address 2554 SURVEY.

PAMPHLETS

INDUSTRY

NEWS-PRINT PAPER INDUSTRY. Letter from the Federal Trade Commission. Senate Document No. 49. Government Printing Office, Washington, D. C.

FOR A "MAISON OU PEUPLE" IN AMERICA. Mrs. Bertha H. Maily, 140 East 19 Street, New York.

DECISION OF THE SUPREME COURT OF THE UNITED STATES IN THE CASE OF PAINE LUMBER COMPANY, ET AL VS. ELBRIDGE H. NEAL, individually and as secretary and treasurer of the Joint District Council of New York and vicinity of the Brotherhood of Carpenters, etc., et al. Published for circulation by the American Anti-Boycott Association, 135 Broadway, New York.

MERIT RATING CALIFORNIA MINES FOR COMPENSATION INSURANCE. Bulletin No. 6. Issued by Industrial Accident Commission of the State of California in cooperation with United States Bureau of Mines, 525 Market Street, San Francisco, Cal.

THE AMERICAN SOCIALISTS AND THE WAR. Edited by Alexander Trachtenberg, with an introduction by Morris Hillquit. Published by Rand School of Social Science, 140 East 19 Street, New York. 15 cents.

HEALTH

A SHORT SKETCH OF MY ARREST AND INCARCERATION IN A SANITARIUM. By Pachel A. Rees, Guthrie, Okla.

THE GENESIS OF A PARANOID STATE. By Dr. Thomas H. Haines, 1194 Oak Street, Columbus, Ohio, director of the Bureau of Juvenile Research. Reprinted from The Journal of Abnormal Psychology.

THE SWORD OF DAMOCLES. By Dr. William C. Rucker, Assistant Surgeon General, United States Public Health Service. 10 cents from American Social Hygiene Association, 105 W. 40 Street, New York.

EDUCATION

A GRAPHIC SURVEY OF BOOK PUBLICATION, 1890-1916. By Fred E. Woodward. Bulletin, 1917, No. 14; Bureau of Education, Department of the Interior. 5 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.

WORK OF SCHOOL CHILDREN DURING OUT-OF-SCHOOL HOURS. By C. D. Jarvis. Bulletin, 1917, No. 20; Bureau of Education. 5 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.

CRIME

CRIME PREVENTION; THE STUDY OF CAUSES. By Dr. Thomas H. Haines, 1194 Oak Street, Columbus, O. Bulletin No. 5 of the Bureau of Juvenile Research.

THE INCREASING COST OF CRIME IN OHIO. By Dr. Thomas H. Haines, clinical director of the Bureau of Juvenile Research, 1194 Oak Street, Columbus, Ohio.

TWO PAIRS OF YOUNG REPEATERS. By Dr. Thomas H. Haines, 1194 Oak Street, Columbus, Ohio. Reprinted from the Journal of Delinquency, September, 1916.

NOTES ON MENTAL CONDITIONS OF ADULT FEMALE OFFENDERS IN OHIO. By Dr. Thomas H. Haines, 1194 Oak Street, Columbus, Ohio. Reprinted from the Journal of Delinquency, March, 1917.

MISCELLANEOUS

FOOD ADMINISTRATION. President's Outline of Food-Control Program for Conserving and Stimulating our War Supply. Government Printing Office, Washington, D. C.

THE RESULTS OF TURNING FRUITS INTO WINE AND BRANDY. Prepared by Scientific Temperance Federation of Boston, Miss Cora F. Stoddard. From Congressional Record, June 27.

THE DUTY OF THE PRESS IN WARTIME. Address of Oswald Garrison Villard, president of New York Evening Post, before School of Journalism at Columbia, Mo.

HOME CANNING MANUAL FOR VEGETABLES AND FRUITS. Published by the National Emergency Food Garden Commission, 210-220 Maryland Bldg., Washington, D. C.

HOME DRYING MANUAL FOR VEGETABLES AND FRUITS. Published by the National Emergency Food Garden Commission, 210-220 Maryland Bldg., Washington, D. C.

THE CROSS AND THE FLAG TOGETHER STAND FOR GOO, FOR RIGHT, FOR NATIVE LAND. R. H. Wevill, Yonkers, N. Y.

FOOD FACTS. By Dr. Donald B. Armstrong. Printed and distributed by the Metropolitan Life Insurance Company, 1 Madison Avenue, New York, for the use of its policyholders.

CARE OF DEPENDENTS OF ENLISTED MEN IN CANADA. By S. Herbert Wolfe. Miscellaneous Series, No. 10; Bureau Publication No. 25, U. S. Department of Labor, Children's Bureau, Washington, D. C.

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PROSTITUTION. THE MORAL BEARINGS OF THE PROBLEM. By M. F. P. S. King & Son, Ltd. 239 pp. Price 2 shillings; by mail of the SURVEY \$.88.

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H. Reeman. Geo. W. Jacobs. 214 pp. Price \$1; by mail of the SURVEY \$1.06.

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1000 HINTS ON VEGETABLE GARDENING. By Mae Savell Croy. G. P. Putnam & Sons. 275 pp. Price \$1.50; by mail of the SURVEY \$1.62.

FOOD PREPAREDNESS FOR THE UNITED STATES. By Charles O'Brien. Little, Brown & Co. 118 pp. Price \$.60; by mail of the SURVEY \$.66.

SOLDIERS' SPOKEN FRENCH. By Héline Cross. E. P. Dutton & Co., 128 pp. Price \$.60; by mail of the SURVEY \$.65.

HELEN OF FOUR GATES. By An Ex-Mill Girl. E. P. Dutton & Co. 307 pp. Price \$1.50; by mail of the SURVEY \$1.60.

TECHNIQUE OF SOCIAL SURVEYS. By Manuel C. Elmer. World Co. 93 pp. Price \$1; by mail of the SURVEY \$1.06.

ACROSS FRANCE IN WAR-TIME. By W. Fitzwater Wray ("Kuklos"). E. P. Dutton & Co. 181 pp. Price \$.50; by mail of the SURVEY \$.56.

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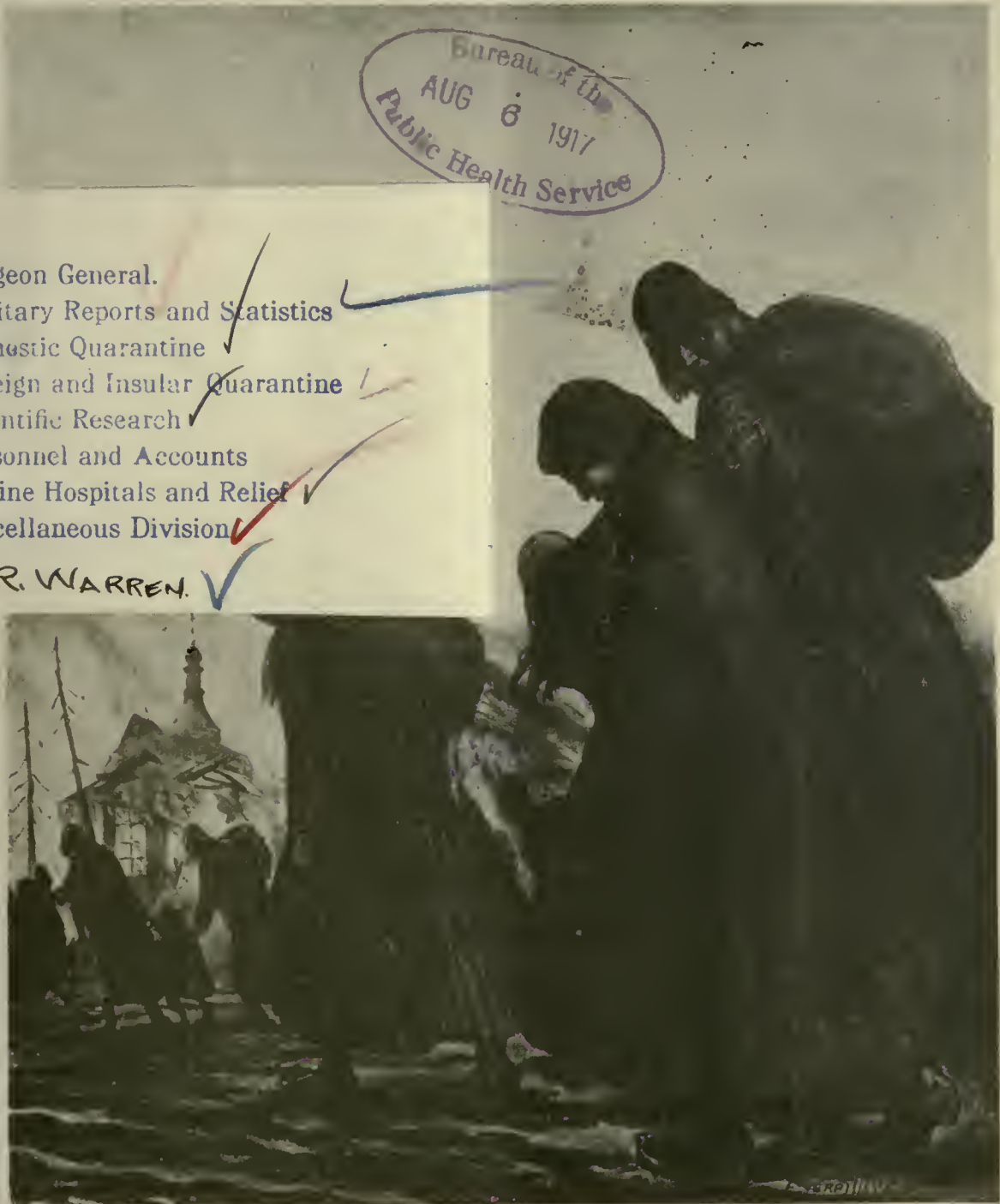
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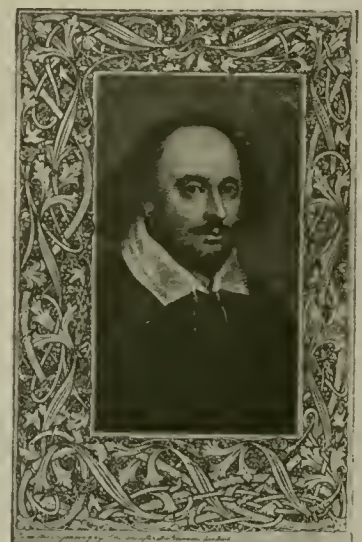
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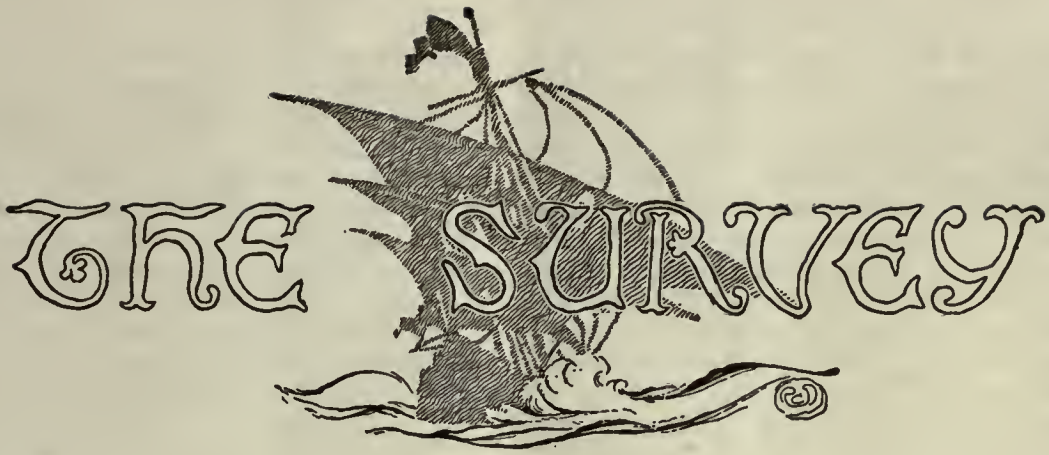


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THE SURVEY



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Making the War Safe for Childhood

By *Winthrop D. Lane*



A youthful Harold Bauer, whose education in an experimental school may be interrupted by the war

I. The Case for Conservation

IN 1212 A. D., when all Europe was torn by its failure to wrest Palestine from the hands of Mohammedan conquerors, and Pope Innocent III was exhorting the nations of Christendom to engage in another great expedition against the barbarians, there occurred those extraordinary uprisings that have since been called the children's crusades.

Thousands of boys and girls in France, and other thousands in Germany, gathered together as if by magic and

marched from town to town, singing songs of religious triumph wherever they went. The lad Stephen led the French children, Nicholas the German. At every village the numbers of the marchers increased. Youths left their ploughs and herds to join and even men and women yielded to the spell. Mothers with babes at their breasts trudged along behind. Townspeople gave the marchers food and encouragement as they passed, and apparently believed that in the pure hearts of these children lay the power that would at last restore

Christ's tomb and holy places to their rightful possessors. Witnesses declared that the children were inspired by God or had come together in answer to messages received from angels.

No record exists that the children ever reached Palestine. A number of them, arriving at Genoa, broke up into groups and tried to embark at different points. One shipowner tried to monopolize the passage of the children and other practical spirits of the time did their best to turn the enthusiasm and needs of the children into money for their own pockets. According to one report, seven hundred were shipwrecked on an island in the Aegean. All seem to have become at last discouraged. "Many perished," we read, "of hardships, hunger and thirst in the forests and waste places; many were despoiled by the Lombards, many were sold into slavery in divers places."¹

It was only then that the scales fell from men's eyes. Popular feeling underwent a quick revulsion. Such of the youthful adventurers as reached home were described as coming back in humiliation and disgrace; young girls who had gone forth as virgins returned in shame. Divine inspiration was no longer cited as the cause of the uprising. With failure came the explanation that the whole movement was "the work of the devil." We must remember that child life was then understood even less perfectly than now and that children were apt to be regarded with superstition or treated with neglect. What remorse was felt by the adults who had encouraged the children is not recorded, though there is evidence that some intelligent observers felt keenly the loss both to the young folk and their families. At any rate, the crusades did no good to the cause that called them forth and great harm to the children who took part in them. The whole enterprise seems clearly to have been one of those fruitless sacrifices of childhood to a passionate cause that only an age of ignorance or fervor can produce.

Today we are in danger of repeating this sacrifice. To be sure, we are not sending child crusaders against a far enemy. But nations are fighting nations as peoples, not as armies, and the children are not exempt. We are confronted with proposals in many quarters which would strip children of some of the protections that civilization has slowly thrown about them. In the first months of war emergency measures have been advocated which would do nothing less than undermine their health, stunt their growth, interfere with their education, make them laborers before their time and set them on the paths of wrong conduct. For all of this we have neither superstition nor ignorance as our excuse.

Child life is not an unopened book to us. We know something of both its nature and its needs. It is no longer regarded as a span of years to be bridged as chance directs. It is a period of growth and of delicately adjusted training. Child life calls for nourishment, for pure milk, clean homes and health in mothers. It demands extraordinary protection against disease at a time when our mode of living puts new strains upon young bodies. These bodies need to be made supple and hardy, fit vessels for courage and independence. Childhood is sensitive also and quick to respond; a mere word may change its outlook on life. It needs, therefore, education and wise leadership. It requires a complex equipment of material objects: schools, devices for play, laboratories, gymnasiums, whatever will make for physical strength and mental alertness. To control and direct this equipment it needs a

staff from the older generation: men and women skilled in childhood's ways, physicians and nurses who have studied child hygiene, teachers, play leaders, persons fitted to build up moral strength. It needs, too, an enriching study of the arts, of music, of coloring and of form. To obtain all these is a task as essential as it is difficult, for children must face life whole when they grow up and their ability to do so depends primarily upon the preparatory years.

The evils that come from depriving children of these things are irreparable. Increased infant mortality; anæmic and undernourished youth; a generation of spindlings, illiterates and poor producers; juvenile and adult delinquents; bad parentage for the coming generation—these are some of the effects of neglect and exploitation. Such effects cut at the root of democratic life. The first requisites of success in self-government are sound physique and trained intelligence. Without them, we cannot progress or help the rest of the world toward democracy. Nor can we hope readily to repair our neglect of these things, for once denied they show their evil fruitage only when it is too late to make amends.

England is learning this lesson well in the present war. Like us, her military strength had to be made available quickly. In the first rush, the children were forgotten. Wasted human stock, grim economy, the policy of making every institution and service bear the burden alike, have in three swift years brought their recoil. Today the nation is concerned as never before in the preparation of her future citizens. Provision for the physical care of mothers and infants has increased, the government has asked for the largest addition to its educational budget ever voted, and committees are studying the training of children from a dozen viewpoints. An official recommendation has just been made for a compulsory national system of education for all children between five and eighteen years of age.

English experience is beginning to be duplicated in this country. We had been less than three months in the war when some of us were in full stampede against childhood. When Dr. Baker, chief of the division of child hygiene of the New York Department of Health, tried recently to interest an audience of women in the care of children, she was met with the question, "Is this meeting called to discuss the feeding of children or preparations for war?" "What can we do for our country?" asked another woman. "I want to nurse wounded soldiers," said a third.

No one would propose letting wounded soldiers go without nursing, but that need not preclude an intelligent distribution of our health resources. Already nurses' associations, social settlements and others are expressing concern over the indiscriminating shift of personnel from civil to military duties. Nurses and doctors skilled in children's diseases are leaving their practice for what seems to them a more patriotic or adventurous service elsewhere. Similarly, an unconsidered diversion of boy club leaders, educators and play leaders is likely to take place.

Throughout the spring legislatures and other official bodies waived restrictions and lowered standards affecting the health, education and labor of women and children in a number of states. Governors have been given arbitrary power to set aside safeguards, newly created commissions have been armed with authority to do anything that "public safety" demands, and commissioners of education, state boards of education and local education authorities have themselves in some instances led in shortening school terms and arranging for children of tender age to leave school for farm and factory work.

(1) The Children's Crusades, by D. C. Munro, *Am. Hist. Review*, Vol. 19, pages 522-23.

For all of this arguments of military necessity have been urged. We have been told that food is short, labor scarce, that the country is in the throes of a crisis, and that children must do their part. The basic facts in the situation are one thing, their needful and competent bearing on young folk another, and not the least of the patriotic responsibilities in the midst of this new, tremendous business of war is for keen watchfulness by those who in the past have resisted the encroachment upon child life of congestion, industrialism and other manifestations of adult stress. Already American agencies concerned with the welfare of children, alive to that experience abroad which should make the repetition of European mistakes needless are themselves putting forth programs for

conserving the health and education of the children of the war years.

It is to serve these efforts that the present articles are written. For ultimate solutions and measures of improvement the good sense and resourcefulness of the American people will have to answer. Only a reportorial service is attempted here: to set forth something of what foreign experience may have ready for our hands, to discover pitfalls and needs at home, and to gather together from various American communities and social workers what they have to offer for the service of all, in the way of methods by which we can preserve without loss of present national efficiency our care of the coming generation.

II. Schooling and Child Labor

WHEN a French writer asked, nine months after the beginning of hostilities, "Where is the school?" he was compelled to answer: "It is in a store, in a gymnasium, in a labor hall, in the hall of the Conseil Général, in the crypt of a church, in a courthouse, in a museum, in a public library."

This picture of school buildings given over to barracks and hospitals, while children hunt classroom space in whatever out-of-the-way spot they can find it, is, of course, not so likely to be seen in this country as in those nearer the conflict. Nevertheless, there are interferences with education that we shall not readily escape. Some of these have already overtaken us. A number of cities have listened to the plea that school need not keep in war time, and some state legislatures have vied with each other in releasing boys and girls from school discipline for war time work.

The war was not five weeks old when Connecticut, New Hampshire and Vermont gave some official or commission the power to suspend laws during war time. In Connecticut and New Hampshire it is the governor who was given power to set aside labor laws if requested by the Council of National Defense. Vermont gave its commissioner of industries, acting with the approval of the governor, power to suspend the law regulating hours of labor of women and children.

Other states were not slow to follow. Massachusetts created a commission of five persons with power to suspend any law licensing or regulating labor or the employment of labor, or any law affecting in any manner the conditions of labor. This power can be exercised only upon the application of an employer who declares that a law of the sort described interferes with work that he is doing and that it is required by an emergency arising out of the war. The law applies, moreover, only for the duration of the war and six months thereafter.

New York, after hearings at which the objections were fully presented by officials of the state labor and health departments and by private individuals, gave to the state education authority power to suspend the compulsory education law from April 1 to November 1 each year. California took similar action. There the legislature granted power to the state board of education to reduce the school term to six months "when necessary for agricultural or horticultural purposes." The term is now legally six months but is actually much longer in many places.

In Minnesota a newly created Public Service Commission was given authority to "do anything necessary for public safety, protection of life, public or private property," and also anything necessary that "military, civil and industrial resources" may be most efficiently applied toward the defense

of state and nation. Governor Burnquist has interpreted this to mean that the commission "might have power to suspend laws relating to the hours of labor and similar laws," but the state department of labor and industries is contending that no such power has been given to the commission.

These are the specific acts of legislatures. In several states relaxation has occurred without legislation. The Pennsylvania State Board of Education decreed that farm and garden work should be valid excuse for absence from school, and that children in good standing over twelve years of age might be credited with such work in lieu of school attendance. A similar plan made headway in New Jersey, except that there an age limit of fourteen is put upon boys who are excused.

In an open letter to school officials the superintendent of schools of Baltimore County, Maryland, authorized an elaborate system of employment for boys and girls who are "old enough to be of real productive value." This reads like a chapter from those by-laws which progressive Englishmen recognize as the chief disgrace in their antiquated educational system. According to this letter, children over thirteen who have attended school for 100 days in the year may be employed without permits; those who have attended less must have permits. A permit may be issued, moreover, to a child under thirteen if the child is not "too immature." The permits are good for twenty school days or less and may be renewed on the application of parents. On days when children are not employed they are required to attend school.

In North Dakota the attorney general has interpreted the law exempting children from school attendance "in case of necessity" to apply to children of school age who are actually at work tilling the soil.

Probably these instances do not exhaust the list of states that have relaxed their standards or made relaxation possible since war began in April. What states will follow and how far the process will go in those that take such action cannot be foretold. We know that in England early in the war conservative estimates placed the number at well over 100,000 of boys and girls of eleven, twelve and thirteen years of age who had been prematurely excused from school for work upon farms and in factories. This and other acts of relaxation and economy caused an exasperated educator in Parliament to declare that the school system of the country was "like the ruins of Louvain."² One cause of the radical change in English policy, only now bearing fruit, was the report of the Health of Munition Workers' Committee, which investigated conditions of labor and the effect of premature entrance into industry

² For a fuller statement of English experience see *The Children's Bit in the War*, by the same author, the *SURVEY*, February 3, 1917, page 520.

on children and reported that the children "are drawing on their strength." The committee sounded this further warning:

At the present time when war is destroying so much of its best manhood, the nation is under special obligation to secure that the rising generation grows up strong and hardy, both in body and character. It is necessary to guard not only against immediate breakdown, but also against the imposition of strains that may stunt future growth and development.

As already indicated, the English have awakened for the time being from their traditional apathy toward education. Government committees are studying the subject, newspapers are discussing it, the people themselves are excited about it. In all this interest the question most frequently asked is: What is going to happen to education after the war? A departmental committee formed last year to consider juvenile education in relation to post-bellum employment has just made a series of recommendations that shows the new trend of thought.

The committee declared that the solution to the problem lies in a

complete change of temper and outlook on the part of the people of this country as to what they mean . . . to make of their boys and girls.

It asks:

Can the conception of the juvenile as primarily a little wage-earner be replaced by the conception of the juvenile as primarily the workman and the citizen in training? Can it be established that the educational purpose is to be the dominating one, without as well as within the school doors, during those formative years between 12 and 18? If not, clearly no remedies at all are possible in the absence of the will by which alone they could be rendered effective.³

The two main reforms recommended by the committee are a uniform school-leaving-age of fourteen throughout England and the abolition of all exemptions from attendance below that age; second, the establishment of day continuation classes for children between fourteen and eighteen with compulsory attendance not less than eight hours a week or 320 hours a year. Shortly after the appearance of this report, the new president of the British Board of Education, Herbert Fisher, in his maiden speech before the House of Commons, asked for the largest increase in the educational budget that Parliament has ever been asked to grant. No less than £3,829,000 over last year's sum was requested by Mr. Fisher. The vote in 1915-16 was slightly over £15,000,000 so that the increase asked for amounts to 25 per cent. This amazing request was actually applauded by members of the House. Speeches on education usually serve to scatter that historic body but Mr. Fisher was listened to with eagerness. Cheers greeted his statement that the amount spent on education must be taken "in the general context of national expenditure," and sympathetic laughter burst forth when he said that the total sum so spent now is only eight times England's annual importation of oranges and bananas.

Other countries, also, have seen the error of early policies. France, after almost two years of exemptions, has restored her prohibition against night-work for girls under eighteen and has provided that other night workers shall be subject to medical supervision. She now has under consideration a bill to establish a system of continuation schools, and to require part-time attendance during working hours by all children under seventeen years of age. This proposal has the endorsement of the Minister of Commerce and of business men throughout the country. In Italy the Central Committee on Industrial Mobilization has taken steps to protect the health of the workers, and in Russia a movement was under way one

year before the revolution to raise the age limit for children in industry.

Our own conditions differ vastly, of course, from those of England and the other countries at war. Education has been more highly prized among us than among most peoples. The "highway" to our universities has been broader and more travelled, and we have been before others in providing free education for all children. Nevertheless, we are far from having a "compulsory national system," such as is now demanded in England, for every child between five and eighteen. In many states school attendance laws are poorly enforced or make only mild demands upon children, while three states allow local option in attendance and one—Mississippi—has no compulsory provision whatever. In eleven states, all told, children are permitted to leave school before fourteen and in thirty the educational requirement for children leaving school for work is lower than the fifth grade. Three-fourths of all children entering the first grade leave at the age of fourteen or fifteen, while only 28 per cent reach the high school, only 11 per cent graduate, and only 1.4 per cent complete a college course.

How We Stand

PROVISIONS respecting the employment of children need strengthening also. The federal child labor law, passed last year, left 1,850,000 working children unaffected. Moreover:

- 28 states have no regulation of street trades and 20 states have poor regulation.
- 23 states need night messenger laws.
- 28 states permit children under 16 to work more than 8 hours a day in stores or other local establishments.
- 19 states permit children under 16 to work at night in stores or other local establishments.
- 26 states do not require medical examination of children for work permits.
- 12 states have no educational requirements whatever for work permits.⁴

The rural school term in some of our states is only 20 or 30 days. Farm children on the whole have a term 46 days shorter than urban children and the average daily attendance in rural schools is 11.7 per cent lower than that in city schools. "I believe," says Commissioner Claxton, "no other great nation of the world has so short an average school term for its rural schools."

These are but a few of the conditions that warn us against an easygoing attitude toward existing standards, to say nothing of panicky efforts to break them down. When legislators propose to weaken the fabric of education provided for our children still further, we are justified in asking why this must be done. Standards once lowered are not quick to be restored, and the phrase "for the duration of the war," by which our fears are sought to be allayed, is easily forgotten. Moreover, many of the measures now proposed, have little to do with war and are in no wise essential to the success of our arms.

Against the proposals to release school children for work on farms and elsewhere, the National Child Labor Committee has set a constructive program. This divides children at the age of fourteen, and proposes rigid supervision over the employment of all above that limit who may be legally put to work. For children under fourteen the committee urges that teachers, boy scout leaders, playground directors and others interested in child welfare be organized into summer agricultural faculties and that such children be allowed to do only home and school gardening under the supervision of these groups. The committee urges that there be no exemption from school attendance.

³ Final report of the Departmental Committee on Juvenile Education in Relation to Employment After the War, Vol. I, T. Fisher Unwin, Ltd., London, W. C. Price 6d. net (Cd. 8512).

⁴ The Next Chapter in Child Labor Reform, a bulletin of the National Child Labor Committee, November, 1916; page 142

Congress has appropriated \$150,000 for the administration of the federal child labor law; this law becomes effective September 1. To see that it is enforced in every state and small community in the union is now the imperative task of the friends of children. Meanwhile, President Wilson recently appointed the members of the Federal Board for Vocational Education, which is to administer the Smith-Hughes act. This act grants money to the states from the federal treasury for teaching vocational subjects in the public schools; twenty-nine states have accepted its provisions so far. To see that the technical training that it is possible to provide under this law is held to high educational standards and that it does not subordinate real training in character and technique to the ends of mere wage-earning is the duty of people in every state where it may be tried.

A third measure with an important bearing on education is now pending in Congress. This is the act to grant federal aid to states for elementary education. The appropriations are divided into three sums: one for the elimination of illiteracy, one for the Americanization of immigrants, and the third for improving rural education. The act would appropriate fifty millions the first year and increase this by \$10,000,000 annually until \$100,000,000 is reached, which is to remain the yearly appropriation thereafter. The aim of the bill is to stimulate, not to control, local education. For every dollar to be granted by the federal government the state or community would have to spend one dollar. The administering board, which would be the same as that of the Smith-Hughes act, would have to approve all plans for education to be carried on under it. The measure has been opposed on the ground that education ought to be regarded as a local function, a point met by John Dewey when he said that as "the results . . . of bad education cannot be confined to any particular locality" the kind of education provided cannot be regarded as an exclusively local problem. The chief arguments in support of the measure are the unequal ability of the states to provide adequate educational facilities, the advantage of stimulation by the federal government and the immediate need of improvement for the sake of the nation and the children as a whole.

Shut-up Schools

IT HAS been a popular cry since war was declared that schools and colleges should close early and open late in order that students might devote themselves to work of a military or military-industrial nature. The men students of one state university in the middle west were suddenly notified some time before the normal ending of the term last spring that all classes would be closed to them for the remainder of the year. Even high schools and elementary schools felt the impulse to shut up shop and let the children go home, or go anywhere.

This cry runs counter to one of the most potent developments in education in the past decade. That is the movement to lengthen the school year. Although few communities have so far achieved a really all-year school, many have taken steps in that direction and both parents and teachers appear to be gratified. Summer sessions have become more numerous and vacation schools in which dull pupils make up lost work and bright pupils gain a grade are now common throughout the country.

The cry is opposed, moreover, to the spirit of President Wilson's recent letter to Commissioner Redfield, which favored keeping vocational schools open throughout the summer. Such a program would be both industrially helpful to the nation and good for the pupils themselves, the President held.

Apparently we need to be encouraged to take a solid stand upon our belief that education is strength and not weakness. We should not allow ourselves to be pushed from this belief by the ghosts of unfounded fears. No enemy is likely to prove so immediately menacing that we must stop educating our youth to grapple with him. Moreover, every day of education that is gained is so much added preparation for the struggle, in whatever form and at whatever time it may come. We could probably do nothing that would better please any nation hostile to us—whether that hostility is economic, racial or military—than to close our schools and neglect the training of our children. Let us not give this aid and comfort to our enemies. "There is something in your school board education after all," wrote a naval officer to an English school inspector not long ago. His verdict may need repetition here. If education is good, it is good as long as there are children to profit by it.

"When the war is over," Commissioner Claxton points out, "there will be such demands upon this country for men and women of scientific knowledge, technical skill, and general culture as have never before come to any country." He thinks, therefore, that the number of students in our schools and colleges ought to be "much larger than usual," and urges every boy and girl who graduated from a high school in the spring to enter some higher institution of learning this fall. Only one in seventy-one of those who enter the public schools do so now. He advises all schools of whatever grade to keep their full quota of officers and teachers and thinks that with respect to some kinds of schools, such as kindergartens, there will be need of a greater number than before. Evening continuation classes should be formed for boys and girls who cannot attend the day sessions of high schools, and every city should conduct evening classes for its adults. More and better normal schools will be required also, for "in few states is the supply of well-trained teachers equal to the demand" and the coming of peace will but intensify this lack. Finally, the federal commissioner believes that high schools should give greater attention than usual to chemistry, physics and biology, as well as to industrial, civic and social subjects, and that every opportunity should be afforded for intensive laboratory instruction in engineering and other technical and professional branches.

One of the fields in which there has been a marked increase of interest in this country in recent years is that of experiment in education. Ever since Professor Dewey founded his school of education at Chicago University in 1902, schools for developing this and that idea in educational theory have been the vogue. The Bureau of Educational Experiments has compiled a list of twenty-seven that now exist, though this number is not presumed to be complete. Most of the experiments are the private efforts of teachers who have felt varying degrees of rebellion against traditional methods. Occasionally experiments have been conducted in public schools, such as William Wirt's work-study-play program at Gary and Miss Barnum's more recent effort to give full expression to the impulses of children in West Orange, N. J. While large fortunes have been placed at the disposal of a few experimenters, by far the greater number have had the handicap of extremely modest means and not a few have faced almost insuperable difficulties in obtaining support. Nearly all of the experiments have aimed by one method or another to free the child from the rigors of formal discipline and to set him at liberty to develop his own initiative, talents and resources. The conclusions of psychology have been drawn upon and an effort has been made to apply whatever elements of workable truth there may be in the scientific study

of education. However one may judge particular experiments and experimenters, there can be little doubt that much good comes from allowing a considerable latitude to such inquiries. Nearly everything that is valuable in our present methods owes its origin to the once obscure teachings or demonstration of some Herbart, Pestalozzi or Froebel.

A far-reaching proposal was made in the 1916 report of the United States Commissioner of Education, by Florence C. Fox, a government specialist in educational systems. In so far as the movement in experimentation is spasmodic and intermittent, there is an element of danger, she thinks, to the children experimented upon. She suggests, therefore, that general supervision over experiments be given to a board of experts and that stations be established throughout the country where investigations can be carried on for periods of years. This would secure to the movement what it now lacks—"balance, coherence and continuity." Whether such a board, unless many-sided in its views and exceptionally free from bias, would not prevent the freedom and diversity of method essential to experiment in any field, is a question. Meanwhile, it seems clear that the attitude most helpful from the public will be one of sympathy and broad faith—a willingness to see temporarily fruitless efforts continue for the good that is sure

to be in them, and a general disinclination to heed unreasonable demands for economy and for results that show today.

A promising and less formal step toward coordination lies in the Bureau of Educational Experiments, formed recently by people who have themselves had first-hand experience in this field. The bureau's purpose is not only to support so far as it is able present experiments, but to initiate new ones and to collect and make available for public use information about the whole subject. It believes that a broader view of education and a large number of teachers experimentally minded have already emerged from the efforts that have been made. One of the tasks ahead is to sort out experiments that give promise of permanent usefulness, to secure closer cooperation among experimenters and some comprehensive plan for utilizing results.

What is to be the effect of the war upon this pioneering? At best those who engage in it are compelled to struggle against heavy odds of custom and inertia. A desire for small economies and preoccupation with national affairs will interfere seriously with their work if that part of the public that is interested does not keep an eye to their welfare. The interruption and cessation of such experiments now may mean years of loss to educational progress.



BOY FARMERS FROM CAMP RUN BY PHILADELPHIA SCHOOL MOBILIZATION COMMITTEE NEAR PHOENIXVILLE

III. Boys and Farms

THE most definite service for older boys that has yet been suggested as a war measure is work upon farms. In nearly every state in the union boys and even girls aged fourteen or sixteen and over have been encouraged to engage in food production as a patriotic service. In many states school officials have taken the lead in this movement and have granted credits for work performed on farms. "Your country needs you" has become almost as familiar in manifestoes issuing from state departments of education as it has in recruiting posters.

Shortage of agricultural labor and the challenge to America to help feed the world are the chief reasons advanced for this call to youth. How far such a shortage actually exists, in what parts of the country it is most serious and how far juvenile labor can be efficiently utilized to make it good, are questions that have not been answered with any degree of precision. Dean Hunt, head of the Agricultural Experiment Station at the University of California, says that "belief in a shortage of farm labor is a chronic state of mind on the part of many producers." On the one hand, a farm census taken at the end of April by the school children of New York state showed that there were 84 per cent as many hired men on

farms then as last year, "when there was also a shortage." Similar conditions were reported in other states, especially states in the east.

On the other hand, the director of the Delaware College Agricultural Experiment Station declared that a sufficiency of farm labor exists in that region; and similar reports come from officials in both Kansas and Oklahoma. No uniform condition has seemed to prevail.

Aside from shortage of labor as a reason for sending boys to the farm, it is advanced that the work there will prove good for them or that they will benefit from some form of service to their country.

Meanwhile, the farmer himself has not always been taken into account. Does he want the labor of untrained boys from the cities, or will he use it if he can get it? To these questions both yes and no have been answered. Owen R. Lovejoy, general secretary of the National Child Labor Committee, declares that replies to a questionnaire sent by him to officers of granges and farmers in thirty-two states showed that farmers neither require nor want the help of city children. "Inexperienced help from the cities," says *Wallace's Farmer*, "is much more bother than it is worth" and adds

that "a great deal of hysteria has been shown in this whole matter." In some localities farmers have welcomed the help of city boys, especially when these have been supervised by trained leaders and the farmer has been relieved of their board.

A plan to house boys in camps under proper supervision and with due regard to the moral and educational influences surrounding them, and to send them from this camp to neighboring farms for work, was submitted by the Bureau of Educational Experiments to agricultural experts in many states. The opinions received varied. In general, eastern opinions favored the plan, while middle western ones were skeptical and those farther west were against it. The reason for this seems to be that in the east farms are small, the distances to be traveled from camp to work and back again are short, and much of the work, such as fruit picking and small vegetable picking, can readily be done by boys who have had little or no experience. In the west, on the other hand, farms are large and the task of conveying boys is correspondingly difficult. Moreover, the work is radically different, consisting largely of handling machinery and caring for live stock, for which city boys were declared by those consulted to be unsuited or to require training before they could become of value.

In this country, as in England, no competent answer can

work upon farms. The long working day, the onerousness of many of the tasks, the absence of any recognized standard of compensation, and the difficulty of effective supervision, particularly where children live and work with individual farmers—all these create excellent opportunities for overwork and underpay. Few farmers, moreover, have either the time or the desire to teach children the technique of farming; many, of course, lack the ability to do so. As a rule the farmer understands little of the nature or shortcomings of childhood; if he as a boy happened to be compelled to work and to forego schooling, too often he sees no reason why other children should not do the same. Doubtless there is a growing number of farmers who are capable of taking a real interest in their youthful "hands," but for the most part they have neither the training nor the outlook to make such interest possible or effective when it exists.

Several attempts have been made since the United States entered the war to overcome these difficulties and to make the labor of untrained boys useful in the production of food and educationally valuable to the boys themselves. One of the most ambitious of these is now in operation in Massachusetts under the Department of Mobilization of Boys for Farm Service, which was formed in April at the request of

Courtesy of the Boston Globe



A DETAIL FROM CAMP THOMAS, MASS., AT WORK ON A 25-ACRE ASPARAGUS FIELD

be made to the question whether boys are needed for farm work until adequate wages are paid to adult help. In Scotland and the north of England, where wages are highest, there has been the least demand for boy labor since the war began. By paying better they have got the adult labor needed. Another sidelight is thrown by the experience in Norfolk, where under an agreement overtime by adults has to be paid for at the rate of 6d. an hour. Almost no overtime has been worked, but only one other county has employed so many children in agriculture. These facts seem to show that a close relation exists between the demand for boy labor and the rate of wages for men. In July England adopted a legal minimum wage for farm laborers; wage boards were established for various areas and no board is to be allowed to make a minimum of less than \$6.25 a week. Whether the shortage of farm help in this country can be met by a similar device, or by farmers voluntarily raising wages, bears directly upon the justification of employing boys. It is one thing to call them out as the only recourse in a food emergency; another to draft them as cheap labor which will keep down agricultural pay and ultimately increase the shortage by accentuating the movement away from the country of adults.

Unquestionably few forms of labor offer such excellent opportunities for the exploitation and abuse of children as

the Massachusetts Public Safety Commission. The management is closely tied up to the state's educational machinery, most of the members of the central and advisory committees being public school men or members of the staff of the state agricultural college.

The plan comprises the establishment of camps in which boys live under supervision and from which they go to neighboring farms to work. On June 1, nine camps had been established; since then nine others have been projected or set up. Boys between sixteen and eighteen years from high schools, and over sixteen from state-aided vocational schools, are eligible to join. On June 14 Mr. Hamilton wrote:

The number in a camp depends entirely on the number of boys who can be employed in the vicinity. We do not send out camp units except to places where a minimum of 20 can be employed within a short time. The camp in North Falmouth may run up to 100. About 400 are now in camp. . . .

Boys as a rule are employed by a number of different men in the vicinity of the camp. They use bicycles in one camp [for transportation to and from work], a Ford truck was donated, and in another camp the supervisor is using his car. Some of the boys are near enough to their work to walk. Probably two-thirds of the boys are getting their dinners with the farmers, but have the other meals at the camp.

The State Board of Health is inspecting the sanitary and hygienic surroundings, and looking after the water. Most of our boys have been inoculated for typhoid before they left home.

A minimum wage schedule has been adopted by the Department of Mobilization. This calls for \$2 expense money, but no wage for the first week; for not less than \$4 a week and board thereafter for a boy living on the farm on which he works; and not less than \$6 a week for a boy living at home and working elsewhere. A week is to be six days, though "there may be emergency work when a boy will be required to work on Sunday." The decision in emergency cases rests between the employer and the supervisor.

The money for tent floors and equipment was secured by private subscription; \$8,000 was raised for this purpose. The state militia loaned 300 white duck tents of a kind not now answering military requirements. Cots and mattresses were made for one of the camps by students in manual training and sewing classes.

The kind of supervision over camp life that is sought by the department is shown in these extracts from its book of instructions:

The head supervisor should usually be the superintendent of schools, or the principal of the high school. In some instances it may be desirable for the superintendent to appoint some other man as head supervisor. In any event, he should be a man of strong executive ability, one who knows boys, and one who will take a genuine interest in this project.

Photo by Central News Photo Service



LONG ISLAND "FARM CADETS" AT MILITARY DRILL

The head supervisor may act as a supervisor of boys, but when 25 are enlisted he should have the assistance of one supervisor. An additional supervisor should be appointed when the number of enlisted boys materially exceeds 25. For a unit of 50 boys there should be a head supervisor and two supervisors, etc. . . .

The supervisor should be a man who knows the individual boys assigned him. He need not perform farm labor, but, acting under directions of the head supervisor, he is responsible for his detail of boys. He must make sure that both the employer and the boys get "a square deal." The department holds the head supervisor responsible for knowing through the supervisor that the moral and physical surroundings of the detailed boys are suitable for boys sixteen to eighteen years old.

In the opinion of Mr. Hamilton, the success of this plan depends upon keeping the patriotic motive strongly in the boy's mind. To that end the labor of the boy is recognized by a bronze badge suitably inscribed and by an "honorable discharge" signed by the governor. In addition, his work is to count scholastically. Every New England college except Harvard, says Mr. Hamilton, has agreed that any high school senior who was in good standing when he left school will, upon presenting his honorable discharge, be admitted to college for a trial term on the recommendation of the high school principal, without further examination or certification.

Another experiment of the same general kind is the "farm cadet camps" on Long Island, originally planned by the Long

Island Food Reserve Battalion, organized last spring to increase food production. It has turned over the entire organization, equipment and financing of its camps to the Young Men's Christian Association of Nassau and Suffolk counties, and the supervision of the boys, as well as their recreation and life in camp, is in the hands of Young Men's Christian Association officials. The camps have been endorsed by the Military Training Commission of the state as providing vocational education that may be accepted in lieu of military training.

By early summer five camps had been established. Each of these was planned to house forty-nine boys, divided into seven squads. The boys must be sixteen years old or older and physically able to do a day's work. A leader is in charge of each squad. He must be eighteen years old and have had some farm experience. Each camp has also a director and assistant director, making nine officers in all. The director is expected to have had experience in camping and to have been successful in boy leadership; it is also regarded as desirable that he should have had some military training. As the boys, or cadets, as they are called, become proficient they are promoted to be leaders of squads. Two cooks are stationed at each camp.

The boys work on the farms in squads, rarely singly. They

are accompanied by their leaders, who supervise them while they work. Only tasks actually contributing to food production may be assigned them. On one occasion, when several boys were found mowing a lawn, they were withdrawn until the employer agreed to give them no more work of that sort. When a boy is new he is paid \$1.50 a day by the farmer and is called a second-class cadet. At the end of the first week, if he is satisfactory, he is promoted to a first-class cadet and receives \$2 a day. The boy pays \$5 a week for board and buys his own uniform. Many of the boys are said to be saving money. On June 30, when one camp had been in operation six weeks and the others varying periods of a month or less, they had furnished 1,350 work days to Long Island farmers.

The camps are organized on a semi-military basis. Here is the daily program:

- 5:00 a. m. Reveille (followed by raising flag).
- 5:30 a. m. Setting up exercise.
- 6:00 a. m. Breakfast.
- 6:30 a. m. Chapel and roll call.
- 7:00 a. m. Farm squads leave.
(Camp duties for cadets in camp.)
- 8:00-11:00 a. m. School or garden practice.
- 11:30 a. m. Inspection of tents.
- 12:00 m. Dinner.

1:15- 2:15 p. m. Free time.
 2:30 p. m. Detail leaves for beach; organized sports.
 5:00 p. m. Evening drill and parade.
 6:00 p. m. Supper.
 6:30 p. m. Sundown. Retreat and flag lowering.
 7:00 p. m. Campfire and evening callover.
 8:45 p. m. First bed call.
 9:00 p. m. Taps.

Much attention has been paid to making camp life educational and attractive. In addition to supervised sports, there are talks on agriculture that bear a relation to the tasks of the day. Moving pictures have been provided in some of the camps. Opportunity is given to the boys to attend nearby churches and special services have occasionally been held in the camps themselves. Liquor, tobacco and firearms are prohibited. The health conditions of the camps are supervised by the state sanitary inspector. The persons in charge of this experiment are planning to continue it for three years.

A far different picture from either the Massachusetts or Long Island experiments is presented in other localities. New Jersey is one of these. As already related, a Junior Industrial Army has been created in that state, with three divisions: Agriculture, Home Gardens and Girls' Service. The Agricultural division is open to any boy of fourteen or over who

having been closed two weeks early to facilitate this arrangement. Work had not proved to be as plentiful as expected and many of the boys were found mowing lawns, pruning trees and trimming shrubs on nearby estates—tasks no doubt needing to be done but having little relation to food production and "hardly satisfactory substitutes," in Miss Folks's opinion, "for school work." Eight boys were pulling weeds from city roads.

Lack of supervision was the chief evil where boys worked on individual farms. The possibility of overwork and underpay was illustrated by a fifteen-year-old lad on a truck farm in Hunterdon county. This boy, slight in build, weighing only 113 pounds, had had no previous farm experience; nevertheless, he was employed from five o'clock in the morning until eight at night, with an hour and a half out at noon. His work consisted of doing chores and picking strawberries. His pay, in addition to his board, amounted to \$2 a month, or \$.002 an hour. Supervision failed also in respect to the twenty boys who were under fourteen. Of six boys who worked individually in one county, three had either changed their work or dropped it entirely without the knowledge of the supervisor in charge.

The work of all these boys was accepted with full credit



ORGANIZED ATHLETICS IS PART OF THE CAMP LIFE AT BAYSHORE, L. I.

is in good physical condition and has the permission of his parents. Such a boy receives full credit for the school work that he would have done. At the end of May the assistant commissioner of education reported that 6,332 boys had begun farm work and 2,722 were available. Only eight counties had reported to the state office at that time. An examination of their reports was made by a special agent of the National Child Labor Committee, Gertrude H. Folks.

Miss Folks found that of 821 boys from these counties, 258, or 31.5 per cent, were over sixteen years of age; 17.4 per cent were just sixteen, and 51.1 per cent were below that age. Of those below, 2.4 per cent were under fourteen, though the regulations strictly forbade the employment of boys so young.

Three plans were followed in organizing the work of the boys: the establishment of a group of boys on an estate or large plot of ground, there to live and work; the organization of "camps" from which the boys go daily to farms in the vicinity, and the employment of individual boys by individual farmers.

The first plan, as far as Miss Folks discovered, worked well enough. The second plan did not work so well. A "camp" of fifty boys visited by her at Bernardsville was found to be located in the high school building, the term

by the schools, yet Miss Folks found that no restriction was imposed upon the grade of the child leaving and no recognition of the quality of his work on the farm. Of 561 boys sixteen years old or younger, 54 per cent were below the grade in which children of their age should be; 39 per cent were in the normal grade, and 6.1 per cent above grade.

In other words, farm labor as a patriotic service in New Jersey is proving a refuge for the retarded; in all probability is actually swelling their ranks. To grant school credit in such circumstances is an educational farce. Miss Folks found that a number of boys had begged to be allowed to do this work because it was the easiest way to gain school credits. As one farmer remarked to her: "It helps a lot of boys to graduate."

Agents of the National Child Labor Committee have conducted investigations in other states also. These are not yet completed and no detailed statement is possible; none may ever be, for officials in many states do not know what has happened. In Kansas, the superintendent issued a letter in which he specified no age limit for children leaving school. He made no restrictions of any sort upon the departure of children except that they should have a "passing grade"—and a passing grade, of course, may mean anything the local superintendent desires it to mean. No means of supervision was

provided for the children who should leave; in fact, nothing was done to prevent a wholesale exodus from both the elementary and high school grades. Almost the only fact that is known today in regard to what has happened is that the majority of those who left were country children—precisely the ones who most need to be protected in their education.

In Missouri there has been an equal lack of system. There an age limit of fourteen is imposed, but no other restrictions. Credit is given for work done on the farm, and each county superintendent is left to decide whether such work is satisfactorily performed and whether it is of benefit to the children. The state superintendent admitted that one school has been completely depopulated; how many children had left in all he could not even guess.

Indiana must be awarded the palm, however, for disregarding her children's welfare. The appeal to patriotism in that state was made openly in the name of the canning industries. These industries have always been covetous of the labor of children; indeed, the fight that for two decades has been waged to save boys and girls from premature exploitation by industry has been thickest in the very communities where canneries exist. Nevertheless, the Indiana superintendent of public instruction, Horace Ellis, issued a letter on April 17 to county superintendents in which he said:

The Department of Public Instruction wishes to recommend for your favorable consideration the suggestion made to the department by representatives of the Indiana canning factories that the school authorities, or those situated in communities where canning factories are operated, postpone for two or three weeks the opening of the schools next autumn in order that the school boys and girls of suitable age ["suitable age" is left undefined] may assist in caring for the great vegetable and fruit crop which our farmers shall this year grow.

"It is as important," Mr. Ellis said, "for the canning factories to run full time as for our cannon factories to operate extra shifts." With this official sanction, it is small wonder that the representatives of the canning factories grew bolder in their next request. A delegation waited upon the state factory inspector and asked that children be permitted to work for them after six o'clock in the evening. No permission of the sort was granted. Indeed, tardy disapproval of the action of the superintendent of schools has been voiced and steps have been taken that will, it is hoped, lessen somewhat the consequence of his action.

Clearly, children are going to pay in neglect and exploitation for half-baked projects and hasty official action the country over. It is as if we had to begin anew to build up the safeguards that are the results of years of effort and public devotion. The evils will manifest themselves locally and at

the start; the remedy must, therefore, be locally applied. Individuals and agencies interested in child welfare must stir their communities in defense of children. Nor is their obligation merely to resist encroachments upon childhood. They have an opportunity to control this spasmodic energy for the national welfare. Undirected, it may result in taking children out of the schoolroom and setting them to mowing lawns, to doing chores for fifteen hours a day or working in a cannery at night. Directed, it may in time become a motive force in building up childhood, no less than food production, under spur of the same patriotic impulse.

One fact seems to stand out clearly from the ragged experience of last spring that should serve us this fall and winter. If work of any sort is to be encouraged for children who would otherwise be in school, it must be conducted as a supplement rather than as a rival to their education. Whether the best method of securing this is to put boys who enlist in farm labor into camps, where experienced leaders will insist that they live a life of mental stimulus as well as of physical exertion, where their health is looked after and their strength watched, some of this summer's experiments now in progress ought to go far to determine. Certainly these are better than an unregulated freeing of children for whatever jobs they can find. The securing of competent leaders for this work—in the numbers, at any rate, that they will be wanted—will undoubtedly be a difficult task, and should be recognized as patriotic service.

It seems reasonable also that the work in which young people are allowed to engage will have to be organized with some degree of permanency, and not as a temporary measure or makeshift. The need that must be met ultimately is the children's need, their need for growth, for sound bodies and for as rich an intellectual experience as possible. Indeed, the permanent economic value of the young people to the agricultural life of the country will be increased in the long run if the work is made as educative as it can be. Boys can become good farmers or good farmers' helpers only by receiving the greatest amount of intensive training that is practicable. They must have this training if they themselves are not to lose valuable years in the development of their own characters and powers.

There is a very real danger that the sudden transfer of boys to new surroundings and the taste of freedom and independence that go with playing the role of men will make school routine seem, to many of them, dull indeed on their return. They may drop out of school in larger numbers, and drop out earlier than heretofore. If this is accepted, we shall be losing ground educationally. If it comes as a challenge to enrich schooling and school equipment, so that these will be related to the active life processes of the community and will catch the imagination of youth, then it will be a gain.

More immediately, there is danger of increased retardation, due to broken schooling; and the value of a boy's food production in spring and fall would neither compensate the state for putting him through the same grade twice, nor compensate him for a working year lost later on. The issuing of school credits for farm work if badly handled will only gloss over this waste. Such credits presuppose some gain in knowledge, experience or skill. This gain can come only if those who are charged with the responsibility for it, namely, the duly selected school officers of a community, make it their business to see that it does come from whatever work boys do.

In other words, we are dealing with a makeshift—an alternative to education or an interruption to it—and we are dealing at the same time with something that might conceiv-

Photo by Central News Photo Service



LONG ISLAND CADETS WORKING UNDER SUPERVISION OF FARMER AND GROUP LEADER

ably become education itself. If the farm could be put into the school, no less than the boy onto the farm—if we could bring in camp life and husbandry and the whole of outdoors into the physical and vocational training of American youth, as result of this emergency call to turn the school out of doors—we should be turning defeat into victory. It would mean transmitting this sudden public sense of the value of

boy labor and girl labor—one of the most primitive instincts and one lending itself to menacing abuses—into a permanent sense of the value of boys and girls.

Succeeding instalments of Mr. Lane's quick Survey of Child Welfare in War Time will be published during August. These, with additional material, will be brought out in pamphlet form, with directory of national agencies and bibliography, as the first of the SURVEY's War-Time Service Prints.

War's Heretics

A Plea for the Conscientious Objector

By *Norman M. Thomas*

CHAIRMAN OF THE AMERICAN PARISH, NEW YORK

ANY effort to think intelligently about a war avowedly waged for human liberty brings one face to face with the problem of the conscientious objector. Undoubtedly he is an irritant to the whole-souled patriot. His very existence seems a piece of inconsiderate egotism and annoyingly interrupts us in the midst of our enthusiasms for a war fought "by no compulsion of the unwilling" "to make the world safe for democracy." So newspapers, orators and Colonel Roosevelt call him slacker, coward or pro-German; philosophers gravely pronounce him anti-social, and scientists like Dr. Paton analyze him from a study chair with a truly Teutonic subjectivity and heaviness. Meanwhile his defenders and comrades are a bit embarrassed because he is not of one type or philosophy, but of many. Even the name "conscientious objector" is most unwelcome to some moderns among them to whom the phrase has an "archaic flavor," an objective quality, "like a godly grandmother," which hardly fits into their scheme of life. They are not, then, overly sympathetic with the defense which is entirely satisfactory to the man to whom conscience is the real norm of life and "thou shalt not kill" a complete statement of its law.

Therefore, it is with some diffidence that I, a conscientious objector, undertake to speak for my brethren and to appeal even in the heat of war for some measure of understanding—not so much for our own sakes as in the interest of sound public policy and ultimately of democracy itself.

As a starting point we can define conscientious objectors as men who are absolutely persuaded that enforced participation in this war is so opposed to their deepest convictions of right and wrong for themselves or for society that they must refuse conscription at least for combatant service. If they know themselves they will hold this position whatever it may cost. This attitude springs from no insufferable priggishness. The objector does not primarily seek to judge others; he may heartily admire the heroism which leads his friends into battle, he may admit the idealism of their ends, only he cannot agree with them as to the method they use.

How many such folk there are in the United States no one knows. Naturally, the government will not permit an aggressive attempt to discover and organize all conscientious objectors. There are, however, many societies, local and national, whose members are avowed conscientious objectors, and there are many more unorganized individuals who hold such convictions. Again, it is uncertain how many of the thousands of objectors will be drawn in the first group called to report under the draft law.

It is natural to think of conscientious objectors as essen-

tially religious, and the government showed a certain deference to religious liberty in exempting from combatant service members of well-recognized religious organizations whose creed or principles are opposed to war. Of course this is illogical in theory, for conscience is an individual and not a corporate matter. Not all conscientious objection is avowedly religious, nor is religious conscientious objection confined to the relatively small sects which have incorporated it in their creeds. Within the last generation there has been a wide growth of peace sentiment in the churches not all of which is as amenable to conversion to war as the average ecclesiastical organization or that erstwhile prophet of the Prince of Peace, William J. Bryan. You have to reckon with it. Then you have young idealists among the intellectuals to whom humanity is a reality never served by the stupid horrors of war, and the very much larger group of workingmen who have learned too well the doctrine of the solidarity of the working class to believe that the organized destruction of their brethren who march under a different national banner will hasten the dawn of real liberty and fraternity.

In short, conscientious objectors include Christians, Jews, agnostics and atheists; economic conservatists and radicals; philosophic anarchists and orthodox socialists.

It is not fair, therefore, to think of the conscientious objector simply as a man who with a somewhat dramatic gesture would save his own soul though liberty perish and his country be laid in ruins. I speak with personal knowledge when I say that such an attitude is rare. Rightly or wrongly, the conscientious objector believes that his religion or his social theory in the end can save what is precious in the world far better without than with this stupendously destructive war. He is a pacifist but not a passivist.

Even John Dewey seems to me to be dealing with only one phase of conscientious objection, and that not the most important, when, in a recent article on Conscience and Compulsion, he speaks critically of conscience "whose main concern is to maintain itself unspotted from within" or "whose search is for a fixed antecedent rule of justification." Doubtless this point of view exists; something of a case might be made for it; but it cannot be too strongly insisted that the majority of conscientious objectors, even of this type, believe that the same course of action which keeps one's self "unspotted from within" will ultimately prove the only safe means for establishing a worthy social system. They quite agree with Professor Dewey in the necessity of search for "the machinery for maintaining peace"; but they remember Edward T. Devine's sober and terrible indictment of

war in his report at the recent Conference of Charities and Corrections, or they recall that a great Christian denomination in its very declaration of hearty support for the government's war policy declared war to be "irrational, inhuman and unchristian." So they feel that the burden of proof is decidedly on the shoulders of anyone who finds in the world-wide denials of humanity and democracy involved in this struggle a valuable part of that machinery of peace or the way for saving mankind.

We grant that our unity is to be found in our common denial of the righteousness or efficacy of our personal participation in the world war. Our positive philosophy, as I have already indicated, varies as does the philosophy of the larger pacifist movement, of which we are a part. At one extreme of our ranks is the Tolstoian non-resistant, at the other the man whose objection is to participation in *this* war.

Perhaps the extreme non-resistant gets the most understanding and respect for his consistency if not for his brains. The name "non-resistant," however, scarcely does justice to his convictions. He is persuaded that the supreme force in the world is Love and that Love can only win by its own weapons, which are never the weapons of violence. He is accused of ethical optimism, but he is too much of an ethical realist to preach to great armies the modern doctrine that they go out to kill each other with bayonets, bombs, big Berthas and poisonous gas in a spirit of love. He may believe in *dying* for one's country, or for ideals; but not in *killing* for them. And his objection is by no means only to killing, but to the essential autocracy, the lies, the contempt for personality, the stark barbarism of war which knows no crime but defeat. He is convinced that victory of those great ideals of democracy so eloquently phrased by the President will never be won, no matter what nation is victorious, till love is the animating principle of life.

The Religious Objector

NOT ALL of this group are such extreme non-resistants as to deny the validity of police force. Such force can be organized and regulated, it can be applied to the real criminals and that for the purpose of their redemption in a way that is never true of the indiscriminate and all-inclusive violence of war.

The God of the religious conscientious objector, Jewish or Christian, is both stronger and more loving than the being recently discovered by H. G. Wells. He does not have to save Himself and His causes by using the devil's means. Rather He waits for men to try His ways. We Christian conscientious objectors do not base our case on implicit obedience to one text even in that most revolutionary of documents, the Sermon on the Mount, but on the whole character and work of Jesus, who has conquered and is to conquer not by any might save Love and Truth. Churchmen nowadays say much of the "soldier's Calvary" and "salvation through suffering." If by sheer weight of agony the world is to be saved, long ago would salvation have come upon us. It is the spirit that counts, and the sublime sufferer on Calvary whose love and courage triumphed over shame and death did not receive His crown of martyrdom as an unfortunate incident in the attempt to kill as many of his enemies as possible. Singularly enough the world outside the church, despite the eloquent—and usually sincere—casuistry of her priests and ministers, appreciates the essential impossibility of denying that Jesus of Nazareth is the supreme inspiration to conscientious objection. Hence many an ardent pagan or worshiper at the shrine of the superman scorns him

for his slave morality, and many an opportunist wistfully rejects him as an impossible idealist, but thousands of the humble hunger and thirst after him who find scant comfort in his church.

Because the phrase "religious liberty" has come to have meaning and value to mankind we religious conscientious objectors get a measure of consideration denied to our brothers who base their objection on grounds of humanity, respect for personality, economic considerations of the capitalistic exploitation at the root of all wars, whose guilt all great nations share, or "common sense" observation of that failure of war as an efficient means of progress to which this tragedy gives agonizing witness. Some of these objectors are more opposed to militarism than to war and their objection is to war's denials of democracy even more than to its inhumanity.

It is here that we find our point of contact with one distinct class of conscientious objectors—those who will not declare that no wars have ever been justified or that under no conceivable circumstances would they fight, but who feel that the ghastly horrors of this conflict will not win the liberty they seek. The public gives little sympathy to these men, yet there is no doubt that their sense of right and wrong forbids them to engage in the struggle as certainly as does the conscience of the objector to all war. The man who believes that we can win *now* by negotiation about as satisfactory a peace as in the indefinite future, and start on the long road of reconstruction without further ruin may have genuinely conscientious objection to engaging in this brutalizing war whose concrete ends he considers to be so ill-defined. Perhaps it is to this class that a great many radicals belong who are opposed to international wars but who in extreme cases would support violence in social revolution. I am not concerned to justify these men but only to argue that such a position can be conscientious. Among the possessing classes, especially if they are good churchmen, many men profess abhorrence of violence *per se* in labor struggles who are hearty believers in the violence of war. Now as a matter of fact, as radicals recognize, the violence of revolution is really less indiscriminate and more clearly directed to remedying specific injustice than modern international war. Furthermore, it is far less likely to perpetuate itself in great armies and a militaristic philosophy. The Russian revolution gives dramatic proof of this fact and of the impotence of autocracy buttressed by force and fear to withstand the might of great ideas.

Another group of objectors to participation in this war who might fairly be given generous consideration are certain Americans of German antecedents who, though in no sense disloyal to America, more on sentimental than on rational grounds, cannot bring themselves to join in the actual slaughter of their brethren. They might, on the other hand, be willing to render non-combatant service. They do not command popular sympathy, but it is fair to ask why a government which has consented to debarring *all* German-Americans from Red Cross work in France should insist on drafting some of them for the unspeakably bitter task of fighting in the trenches against their kin. Such methods may possibly conquer Prussia but never Prussianism.

Apart from these German-Americans—how numerous I do not know—whose feelings cannot be exorcised by coercion, conscientious objectors are overwhelmingly anti-Prussian. That system incarnates what they hate most. Their sin, if sin it be, is not in loving Prussianism but in the belief that Prussianism cannot be most effectually conquered in or out of Germany by Prussianizing America.

If the wide difference among conscientious objectors seems to discredit their cause it should be remembered that between no two of them is there a wider gulf fixed than, let us say, between William English Walling and the *New York Sun*, or those famous colonels, Bryan and Roosevelt, all of whom are backing the war. Indeed one argument for letting us objectors live is that liberals and radicals temporarily in another camp may find in our conviction that ideas are to be fought by ideas and not by jails or bullets, a strong tower of defense in the quarrels that will surely come between them and their present allies.

It is interesting to see how genuinely educational we find our comradeship in conscientious objection. Many a Christian pacifist is learning some profound lessons as to the economic roots of war and is coming to a sense of the futility of a doctrine of the power of good will and brotherhood which only functions in the sphere of international wars and does not cut down deep into the heart of social injustice; while certain economic radicals are learning a new respect for the "unscientific" idealist and occasionally find themselves speaking his language with real eloquence and perhaps some new emphasis on love rather than hate as the energizing force in the struggle for justice. Indeed it should be made clear that the division between conscientious objectors on religious or rational grounds is not absolute and exclusive. Many of us, for example, find our religious objections strongly confirmed by rational considerations.

Three Types

BESIDES the underlying differences of philosophy which divide conscientious objectors, there is a fairly sharp practical division in their relation to national service. Along this line they fall in three classes:

1. Those whose objection is merely to personal participation in battle. Their objection is sincere but illogical and is based either on an emotional abhorrence of the ugly business of killing or a very narrowly literalistic interpretation of the command "Thou shalt not kill." Such men would accept almost any kind of *non-combatant* service.

2. Men who would not only reject combatant service but also most forms of non-combatant service which minister primarily and directly to military operations, such as making military roads or munitions. They might, however, accept *alternative* service in the reconstruction of devastated districts or in socially useful tasks, even though these like all useful work in war times indirectly add to the nation's war strength. They would prefer to show their devotion in voluntary work; they are fearful of the principle of conscription in war time, but so great is their desire to serve mankind that they might accept some tasks even under conscription, as thousands of sincere conscientious objectors have done in England.

3. The "absolutists," as they have been called in England, argue that any compulsory change of occupation in war time is war service, and that the highest social duty of the conscientious objector is to bear witness to his abhorrence of war and of the conscription principle. In England these men have proved their courage and sincerity by withstanding all sorts of brutality, imprisonment and the threat of death. It is important to remember that our present law, unlike the British, makes no provision for exemption for any of these classes.

I have dwelt on this statement of the types of conscientious objection and the philosophy behind them because in an understanding of these matters is the best answer to most of the uninformed criticism heaped upon us. It would

be more amusing than profitable to point out how utterly contradictory are some of the charges brought against us. For example, in a recent amazing letter Prof. Stewart Paton accuses objectors of Hamlet's indecision of character and then calls them "rapturous sentimentalists," many of whom are ready to die for their convictions! As for cowardice, genuine conscientious objectors in America have already proved moral courage by their resistance both to the terrific social pressure of war time and to the organized appeal to fear which does so much to make war possible. If necessary they will prove their willingness to sacrifice comfort and liberty for their convictions as have thousands of their brethren in England.

I suppose we should, most of us, have to plead guilty to believing in principles rather than opportunism. Even the eloquent (and very romantic) "realism" of the *New Republic* seems to us to give elusive and unstable guidance in the present crisis. We have a feeling that certain of our ideals or principles are more satisfactory even from a pragmatic standpoint.—Does this mean that we are a danger to democracy?

The charge that our position is essentially anti-social or parasitical deserves more extended answer. Very often it is put in a singularly inconsistent form by our critics. For instance, the other day an estimable gentleman assured some of us (1) that conscientious objection was a denial of democracy because "the people had spoken" and (2) that pacifists who advocated direct referendum on war or conscription were absurd or worse, because these were matters on which the people could not decide by direct vote!

Men and newspapers who are most concerned for the "anti-social" quality of conscientious objection are often violently opposed to what they call "conscription of wealth" even in so moderate a form as Amos Pinchot's proposal, because "business can't be run on patriotism." In order to defend our economic system they are rampant individualists and more tender in their treatment of money and profit; which have no conscience, than of the deepest convictions of men. As a matter of fact, conscription of wealth can be justified long before conscription of life, by any philosophy, social or individualistic. The most individualistic among us favor increased social control of property precisely because our present system of private property is a chief foe of the free development of personality. It makes both rich and poor slaves to *things* and denies to little children the chance for free development. These facts make us resent the charge of a selfish individualism from many of our critics as a peculiarly irritating piece of hypocrisy. Perhaps its most conclusive answer would be a challenge to find among an equal number of supporters of war more men and women who are rendering steady and unselfish service to society in philanthropy, education and the fighting of ancient abuses than there are among conscientious objectors. The records of the Quakers, of American abolitionists, of the newly formed Fellowship of Reconciliation, give conspicuous but not unique proof of this fact.

Yet sometimes the charge is brought by men who honestly believe that these services cannot socially justify our refusal to yield to the state absolute obedience despite our personal judgment in time of war. Let them remember that we are conscientious objectors because to us war is supremely anti-social. It imperils for us far more than it can save. We have asked no man to defend us while we sat at ease; rather we advocated a different way whose risks we were willing to accept. Now that the nation has chosen the way of war we emphatically prefer her cause to Germany's. Our opposition to war is not on the plane of political obstruction or

friendship for the Kaiser, but rather of supreme loyalty to certain convictions of right and wrong.

Democracy and Compulsion

WE ARE lovers of America because we believe she still strives for democracy. It is the essence of democracy to believe that the state exists for the wellbeing of individuals; it is the essence of Prussianism to believe that individuals exist for the service of some unreal metaphysical entity called the state. True, the individual exists and finds his complete self-realization only in society—an immeasurably greater concept than the state. Democracy means, of course, mutual accommodation of individuals and social control. In proportion as the state is the effective agent of such control its power should grow but never should it grow to a control over men's convictions. It then becomes as dangerous to society as to the individual. When the state seeks to compel a man who believes that war is wrong, not merely to abstain from actual sedition, as is its right, but to participate in battle, it inevitably compels him, however deep his love of country, to raise once more the cry, "we ought to obey God rather than men." He acknowledges with Romain Rolland that he is the citizen of two fatherlands and his supreme loyalty is to the City of God of which he is a builder. Some conscientious objectors may substitute mankind or humanity for God, but their conviction remains the same; only the free spirit can finally determine for a man the highest service he can render. Compulsory service rendered against one's conscience is genuinely anti-social. The deep principles which guide a man's life are not formed or suddenly altered by any act of Congress whatsoever. There is a region in human life where the commandment of the state does not run. On this very issue Christianity long withstood the whole might of the Roman empire, and wherever she is strong it is because of her assertion of the responsibility of conscience to God. In the long run that state is most secure which recognizes this truth.

We are not now pleading that our critics recognize that conscientious objectors are right in their opposition to war. We are not claiming a monopoly of idealism for ourselves or denying that men may seek our name from unworthy motives. Our interest is deeper than securing justice for ourselves. We are pleading for recognition of the social value of heresy. Every movement worth while began with a minority. Democracy degenerates into mobocracy unless the rights of the minority are respected. The church of the Middle Ages made the sincerest, most magnificent effort in history to coerce the individual's conscience for the sake not only of the eternal welfare of his soul, but of the church universal. At last she recognized her failure, but not until she had done incalculable damage. Her own sons rejoice in that failure. Now the state, less universal in its outlook, less definite in its dogma, sets itself up as a secular deity and demands not the outward conformity which usually satisfied the church, but active participation in doing that which is to its heretic sons the supreme denial of their sense of righteousness. It deliberately thinks it can save democracy by this final act of autocracy.

Gone is our belief in the power of ideas, in the might of right. America, founded by exiles for conscience's sake, their refuge in all generations, gives her sons the option of service in the trenches or imprisonment and thereby wounds her very soul as no outward victory of Prussian power can do. The heretic may be very irritating, he may be decidedly wrong, but the attempt to choke heresy or dissent from the dominant opinion by coercing the conscience is an incalculable danger to society. If war makes it necessary, it is the last count in the indictment against war.

I have chosen to dwell on the recognition of conscientious objection as a matter of democratic right rather than a matter of expediency or of sound public policy because this aspect is the more fundamental and because a nation that sees the importance of the issue involved will discover the statesmanship to give justice expression in law.

In point of fact we might make a case on the question of policy. The conscientious objector in prison adds no strength to the nation, nor does he commend our brand of democracy to the German people for whose freedom we are fighting. If the conscientious objector is cowardly enough to be intimidated into the ranks he is the last man to help win the war. This is no time for the government to indulge in a petty fit of exasperation at the conscientious objector who oftentimes is quite willing to give some real non-military service to his country. The problem of giving effect to a policy of fair treatment for conscientious objectors is not without its difficulties. Real freedom of conscience is impossible under conscription partly because of the practical difficulty of framing an exemption clause and partly because some coercion upon the unformed conscience inconsistent with genuine liberty is inevitable in any system of conscription of young men. This is one of the reasons why so many lovers of liberty were steadfast opponents of the passage of the draft law.

But even under our present system exemption can be granted on the basis of the individual, as in England, and he can be at least allowed to take alternative service which may not violate his conscience. It is entirely possible to copy the general principles of the British system and avoid certain of its stupid brutalities of administration.¹

But behind any change in the law or its administration must lie the far more fundamental matter of a public opinion not swayed by false and prejudiced statements against conscientious objectors but informed as to their real position and attitude, and above all aroused to the desperate urgency that, in a war for democracy, America shall not kill at home that "privilege of men everywhere to choose their way of life and obedience" which she seeks to secure for the world. If this is indeed a people's war for freedom the people can be trusted to see it through, without any coercion of conscience. To deny this is either to distrust democracy or to doubt the validity of war as its instrument. Justice to the conscientious objector secures, not imperils, the safety of the democratic state.

¹ The Civil Liberties Bureau has developed careful suggestions for the best possible administration of the present law and for its amendment in accordance with the principles just indicated. Roger Baldwin, director of the bureau, 70 Fifth Avenue, will welcome correspondence on this matter and on the general subject of fair treatment for the objector.

SOCIAL ASPECTS OF MOBILIZATION

This is one of several articles taking up the social aspects of mobilization. Announcement can be made of an article by a member of the headquarters staff of the War Department, interpreting selective conscription as a social procedure, and the national army as a democratic form of emergent public service.



BANDAGES—AND SOME HUMOR, WHERE POSSIBLE—ARE APPLIED TO THE TOMMIES IN FRANK BRANGWYN'S RED CROSS POSTER

The Art of War

Some Allied Drawings That Have Drawn War Loans and Relief Funds

By Herman T. Radin, M. D.



FRENCH FRANCS FOR VICTORY

MY interest in artistic war posters was awakened when I learned, about two years ago, that that enlightened patron of the art of the placard, the London Underground Railway, had commissioned the brilliant and versatile artist, Frank Brangwyn, to make a recruiting poster for its own display in tube stations and trains. While I had long collected prints and other art objects, I had never thought of collecting posters—an interesting but inconvenient specialty, by reason of their great size and difficulty of preservation. I managed to secure a copy of the Brangwyn poster from the Underground Railway, however, and finding it to be, as I expected, a surpassing work of art (the SURVEY reproduced it long ago), my



FOR RUSSIA'S LIBERTY LOAN

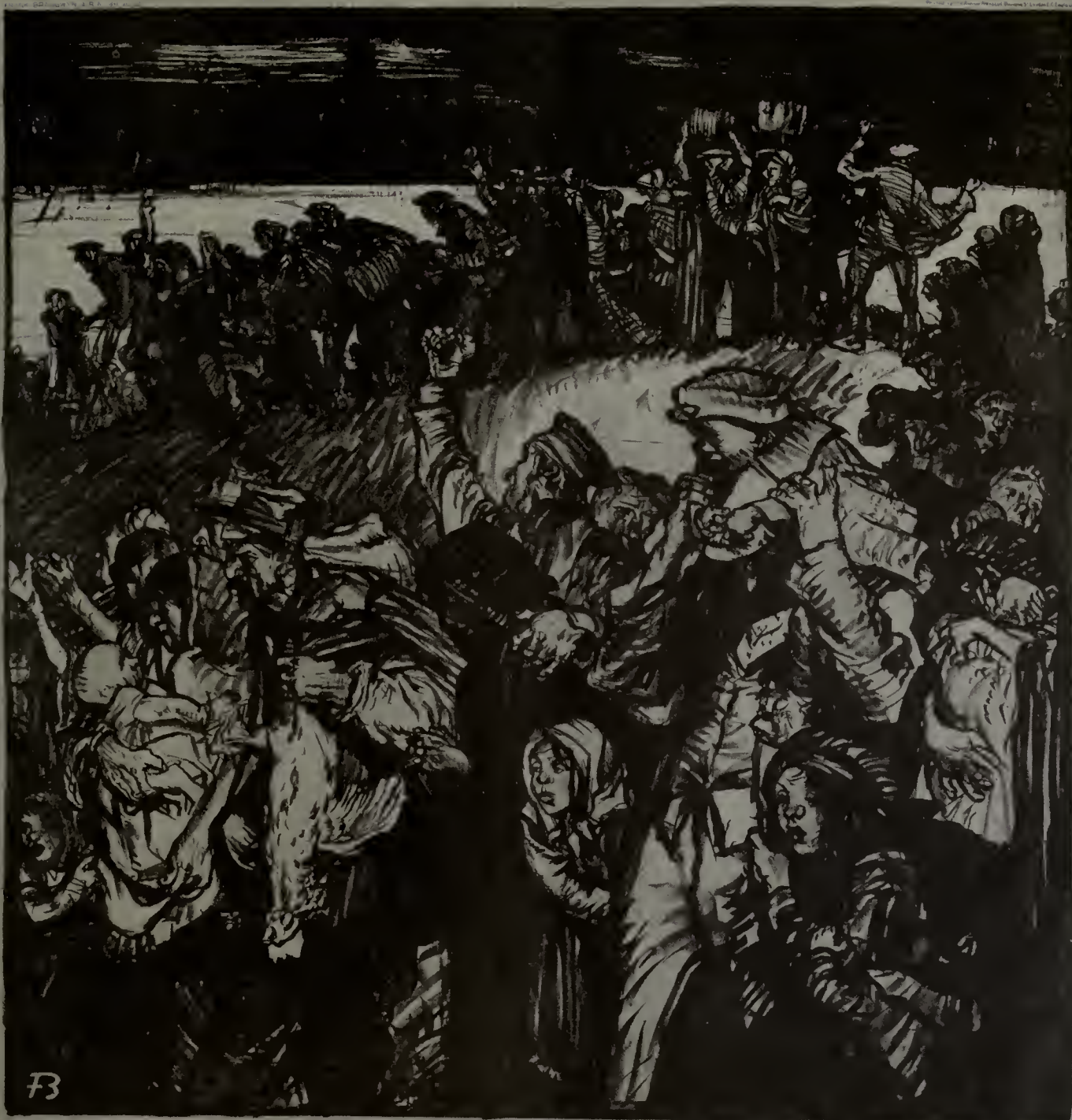
ORPHELINAT DES ARMÉES



ASSURER AUX PETITS ORPHELINS :
LE FOYER ^{ET LA} TENDRESSE MATERNELLE
L'ÉDUCATION ^{AU} PAYS. UNE CARRIÈRE
APPROPRIÉE A CHAQUE ENFANT. LA
RELIGION DE LEURS PÈRES

MAN.

BY FRANK BRANGWYN, LONDON, ENG.



B

BELGIAN & ALLIES AID LEAGUE

WILL YOU HELP THESE SUFFERERS FROM THE WAR
TO START A NEW HOME HELP IS BETTER THAN
SYMPATHY



A PEOPLE WHOSE CUP BRIMS WITH MISERY

The genius of Lieutenant G. Spenser Pryse, an English artist, has aided Belgian relief

enthusiasm was so aroused that I began the fascinating and unremitting hunt for artistic war posters of the allies.

At first only British work was accessible, most of it by Brangwyn and another accomplished artist, Lieut. G. Spenser Pryse. I must, however, mention two other posters, both reproduced herewith—the striking one for the London Polish

Relief Fund, by a distinguished Franco-British artist, Emile Verpilleux, and the one for the Belgian Relief Committee by the already immortal Raemaekers. Most of these designs were made for various war relief or Red Cross organizations, through whom I obtained the greater part of my collection. Many of the early posters are now quite scarce.

Of course, there were, and are, many other British posters for recruiting and relief purposes, but the main interest of the majority lies in the directness of their appeal, rather than in their artistic qualities. While all of these will be of historic value, I personally am attracted only to those which combine high artistry with utility.

When we come to France, the case is somewhat different, for France has always been, *par excellence*, the home of the beautiful poster. In England, Brangwyn, Pryse and Verpillieux were isolated names; in France distinguished artists had for many years before the war not scorned to devote their time to the designing of posters for various purposes. Such names as Chérét, Grassét, Steinlen, Forain, Toulouse-Lautrec (now dead), Léandre, Willette, had long been famous in this field. A poster by any one of them was often a greater work of art than the latest Academy sensation. When the war came such distinguished painters and many others who had never before designed posters placed their great talents, equally with their lives, at the service of their beloved France. A great artist, Levy-Dhurmer, made a charming poster for a tuberculosis fund, which the SURVEY showed its readers not long ago. Some men have brought established reputations to this work—Maurice Chabas, Paul Rénouard, Friant, and the cartoonist, "Sem." Others, as in the case of the obscure Dutch cartoonist, Raemaekers, the war has made famous. In France such are Poulbot, Fouguey, Naudin and Abel Faivre, whose great talent met an untimely end on that most modern of all battlefields the air.

It was at the first and only comprehensive New York exhibition of French war posters, two winters ago, that I first became acquainted with their charm and human interest. They had just been brought from Paris, and were inaccessible here. After a while they appeared for sale at the leading booksellers. Later, however, I found it just as simple and much cheaper to order posters directly from a Paris bookseller.

There are also Russian and Italian posters of a high order of merit, but such as I have been able to see or obtain have all been war-loan posters, and not of social appeal. However, I do not doubt but that both Italian and Russian artists have provided good posters for the various relief funds.

REFUGEES

By Louis Raemaekers

ALTHOUGH the works of the famous Dutch cartoonist are now familiar to many Americans, this Belgian relief poster has never been exhibited in the United States. Half German himself, Raemaekers makes Kaiserdom and Prussianism the chief enemies of his pen. But in his indictment he brings out more vividly than any other artist the horror and the cruelty, the thirst and hunger of war itself. Raemaekers has just arrived in the United States, because, as he expresses it, he wants to be "at the center of gravity of the war," a pivotal point formerly held by England.

Entirely apart from their artistic merit, these war posters as "human documents" are of enormous historic and sociologic value. They show us both sides of war—the heroism, devotion and self-sacrifice, as well as the seamy side, the tragedy and misery of it all. Among the many important historic and graphic records of the world cataclysm, these posters will surely not rank lowest.

In conclusion, it is worthy of remark that only one of the allies has so far absolutely failed to realize the artistic possibilities inherent in the war poster—I mean, of course, our own United States. Such posters as have been produced hitherto, for recruiting, Red Cross, war relief or Liberty Loan purposes, have been barren in imagination and wooden in treatment. I can think of only three exceptions—the posters of Albert Sterner, Boardman Robinson and Adolph Treidler.

Perhaps our artists and illustrators have had no opportunity to see examples of the wonderful work produced in England and France. Perhaps many of them do not yet possess the "poster instinct," a very special sense. But certainly, if we have no Steinlens, Chéréts or Forains, we have artists in abundance who at least should be able to follow in the wake of Brangwyn and Pryse, Levy-Dhurmer, Roll and Chabas, and to provide us with a "war art" commensurate in its rank and dignity with the high purposes it is designed to serve.



THRIFT AND SAVING

GOOD FRIDAY of this year, 1917, the day on which the United States of America entered the war of the nations, marked a new era in many aspects of the national life. Among the virtues subject to revaluation on the threshold of the new era none stands out more conspicuously than that of public and personal thrift.

For several years this particular virtue, so much prized by our ancestors, had been with many of us at a discount. Those who urged the simple old-fashioned habit of saving had discovered that they were engaged in an unpopular and losing cause. They were not in tune with the new ideas of liberal spending, high standards of living, high prices, high wages, high taxes. Public provision for all kinds of individual needs for which the individual cannot easily meet the expense on his own account had been the order of the day. Especially unhappy was the fate of those who strove to inculcate saving habits among the poor; who urged that something should be put by from the week's wage for the proverbial rainy day, for sickness, unemployment and old age. The doctrine had been widely promulgated and widely accepted that the industrial wage earner has no legitimate margin of saving; that all his meagre and it may be irregular income should be diverted to his own and his children's physical and spiritual welfare, with chief emphasis on the former.

The present writer acknowledges his share in this attempt of many years to correct the unbalanced emphasis of the old economy on saving as a virtue to be enjoined especially on the poor and on wage earners. To achieve and maintain a higher standard of living is a primary obligation, universal and paramount. To sacrifice health, education or independence for a few dollars in the stocking, or even to make sure that the saver will not have to apply in an emergency to a charitable agency, may be reprehensible. Collective methods of providing against sickness, unemployment and old-age dependence are cheaper and better than individual methods and are perfectly consistent with strength of character and sound social organization.

Nevertheless, the old teaching about thrift and saving was sound at heart. The searching criticism to which it has been subjected has only shown the need for discrimination and for impartiality in its application. It has not touched the sound heart of the doctrine. Now that war has brought us face to face with those elementary decisions which men and women of our generation in other countries have been facing for three years, this neglected virtue of rigorous economy, saving with discrimination, the consistent practice of thrift, has rightly been revived and reaffirmed as one to be accepted and practiced by rich and poor in their personal expenditures, by the nation in the national expenditures, and by institutions of every kind in their institutional finance.

It can never come back precisely in its old form. The considerations to which attention has been called in the recent discussions of standards of living and social justice must now be taken into account. Naïve maxims of a bread and butter philosophy will have a very limited application. We shall have to think the matter through in the light of all the new social instincts and especially in the light of the new situation caused by the war.

THE first consideration of all is that the wealth of the whole world is not increasing at the usual rate, if indeed it is not actually diminishing. Whatever the compensations, we are using up large parts of our capital. We are not invest-

SOCIAL FORCE

ing it, but devoting it to unproductive and destructive forms of consumption. We are sending ships and cargoes to the bottom of the sea; putting the explosive spark to the machine guns with a resulting destruction not only of ammunition, but of the men and property who are the seen or unseen targets. We are wearing out buildings, roads, railways and rolling stock, horses, trucks and uniforms, in ways that will, we hope, conserve national purposes in the end, but certainly do not directly produce material wealth. We are diverting huge supplies of food to the necessary and vital needs of army and navy. All this represents unavoidable, but none the less irreparable, loss of just so much wealth. No doubt some soldiers and sailors would be idle or unproductively occupied in peace, but in war they are actively engaged in destructive processes. War is the best occupation in which men could be engaged under the circumstances in which America now finds herself, but this does not change the elementary fact that it is the reverse of productive industry; and that to meet its expense we must do without things which we might otherwise enjoy.

THE second consideration is that saving and thrift, even under the conditions of war, do not mean solely, or even principally, doing without things. Fundamentally they mean a wise and disciplined judgment as to expenditures. In war, as in peace, economy means doing without certain things in order to have others. It means balancing future against present goods, both future and present goods being represented by present purchases or investments. It means what economists sometimes call serial or saving choices as distinct from direct and expensive choices. The economical or saving man and nation in the long run do not do without things which the extravagant man and nation enjoy, except in so far as they prefer to do so for the sake of other things to which they attach a higher value. The economical man and nation are therefore not to be pitied even from the standpoint of the enjoyment of wealth. At the same time no man or nation would ever get far on the road to economy if the dominant motive were saving for luxury, saving for a brief time merely to spend more for exactly the same kind of thing which might be purchased for present consumption. The contrast is more fundamental. It involves character and the scale of values. The economical man and nation are those who habitually prefer the choices which saving makes possible to those which are satisfied by the immediate expenditure of available income.

PRODUCERS of wealth may be distributed roughly along the scale of expenditure with the careful saver and the free spender at the two extremes. Those who are found at the saving end of the scale have saving instincts which they have inherited or cultivated. Their possessions may be great or small, but their habits are the same. Every dollar of income is expended on a plan carefully considered in advance. Future needs are clearly visualized. Present impulses are checked. Deliberate choices are made. Investment is preferred, other things being equal, to expenditure. The distinction between capital and income is never forgotten. The flow of income into capital is made easy and natural. The

in WAR TIME

By Edward T. Devine

reverse flow which depletes capital to increase current expenditure is made difficult. A railway official once said that the financial organization of his system had been devised in such a way as to make it exceedingly easy for the railroad to receive money and exceedingly difficult to pay it out. Whether true or not, the description admirably suggests the process by which capital is accumulated.

The free spender has a contrasting set of instincts and habits. He may or may not be generous. He may or may not be a good judge of food, dress, music, or art. He may, because his ancestors were saving, be so fortunate as to have a large income, or he may be living from hand to mouth. The essential thing is that he does not exercise deliberate and disciplined judgment about his expenditures. He is an "easy mark." He acts upon impulse. He is incapable of making a plan of life and carrying it out. He has no clear conception of an economic goal and no power, or no desire, to forecast future possibilities.

Society is made up of these savers and spenders with all conceivable intermediate grades—saving, which is at zero at one end of the scale, becoming a dominant passion at the other; and careless spending, which is negligible at the far end, gradually increasing until it reaches the spendthrift stage, where saving is at zero. There is one clear and inexorable economic relation between the two classes. *The spenders pay the savers to do the saving for them.* Herein lies the reward of the saving class and the penalty on the non-saving. Capital is as necessary under modern conditions of industry as natural resources or labor. If the capital is furnished by a class, that class will exact a tribute from others. The true economic revolution will result from such changes of habits, instincts and institutions as would ensure that present nonsavers shall do their own saving instead of paying large sums to a special class to do their saving. The war, in the mysterious ways of Providence, may be the very means to this end. Economic and political institutions thrown into war's crucible come out marvelously changed. National habits are changed. "Nothing will be the same after the war" has passed into a proverb in England, and it will be as true in every other country.

IF, then, saving will be the more necessary, now and hereafter, because of the present enormous destruction of wealth; if saving is not so much deprivation as it is merely more rational expenditure; if saving is a democratic conception as a means of escape from class bondage, and the war creates conditions in which this social and democratic ideal of thrift may be realized—the next question is how to bring it about.

Evidently the right way to begin is to begin. We begin with the table. White bread is extravagant because it uses only 72 per cent of the wheat grain. We, therefore, use whole-wheat bread or graham. Let dealers furnish this cheaper bread at a lower instead of a higher price, as they can as soon as it is in greater demand. Let millers furnish only the more economical and more nutritious kind of flour; or at least let them furnish only so much white flour as may be required for delicate stomachs and let this be furnished

on prescription through the druggist. Let us continue to reduce the production both of alcohol and of fermented drinks. Let our Irish deliver themselves from the tyranny of the white potatoes; our Italians from macaroni, and our natives from meat. Let us increase our consumption of maize and rice. Let us greatly increase the variety of fish, vegetables and fruits that we find palatable and acceptable, choosing those that can be produced and brought to market most economically. Every new and cheap dish which we can learn to like helps by just so much to make us freer men and a freer nation. We have all soils, all climates, all instruments of agricultural production. We should apply our national ingenuity and good nature to achieving independence of the danger of a food famine and of higher prices.

The danger of a sheer shortage of the world's food supply is still great. The agricultural and transportation problems presented by this danger are urgent. Partly, however, it is a problem of economy on the part of the ultimate consumer. Food riots will not solve that problem. Neither will angry letters to the newspapers. Boycotts and even riots may be useful as educational measures, but the solution lies in dietary changes which will make a more economical use of land, a fuller use of the existing plant foods in the soil. A better system of markets and of distribution generally is most desirable and, it is fortunate that this aspect of the food problem is receiving attention. Primarily, however, it can be met only by a better adjustment of demand to supply. This means increasing the supply and modifying the demand.

The food problem thus becomes largely one of home economics, of saving in its best sense, of thrift. Housekeepers of shrewd common sense do not need to wait for food experts to tell them what changes of diet are desirable. Each may experiment and find out for herself means of saving. This process is, in fact, going on. Extraordinary ingenuity is shown in many a tenement household in meeting the situation which the high cost of food has created. This is the natural method of meeting it, for which we shall not speedily substitute bureaucratic control. It assumes, however, that there shall be devised ways and means of exchanging experiences, of finding out what economies are really advantageous and what apparent economies are fallacious. Educational propaganda on behalf of approved changes, demonstrations in small classes, housewives' meetings for informal discussion, are needed as incentives to the needed readjustments.

Public opinion may rightly demand that such readjustments should not be confined to the families in which a restricted income makes them absolutely necessary. The waste in hotels and restaurants and in wealthy families will have to be reduced either voluntarily or compulsorily. The food ticket system of Germany has been open to serious objection, but it is democratic in principle and something like it will seem essential unless, as part of a great voluntary and national movement for economy in the use of food, it can be anticipated and made unnecessary. The time to push such a movement energetically is now; the ones to begin it are those whose present diet is in excess of their physical needs and out of harmony with the agricultural productivity of the nation—that is to say, practically all of us. The better off we are, the more we can afford to experiment, and the greater our duty to find out how our dietaries should be modified.

Food is only the most pressing, not necessarily the most important, of the items of our family budgets in which readjustments are necessary. Clothing, furniture, books, travel, amusements and rent all need to be reconsidered from the same point of view. The general principle is that we are

to give up extravagant habits into which we may perhaps have drifted unconsciously; we are to purchase those things which, other things being equal, most economically supply elementary human needs, and for the rest those things which satisfy higher rather than lower, essential rather than passing, social rather than selfishly personal demands. What these things are, what demands are higher, more essential, more social, each must, of course, until the nation by law, or society by the pressure of public opinion intervenes, decide for himself. The present crisis brings home to us the moral obligation to decide consciously and deliberately, and gives us the advantage, as we are all affected by the same great national experience, of mutual aid and support in policies which are reasonable but which in ordinary times might seem quixotic.

IN the readjustment of personal and family expenditures questions arise as to which particular forms of savings are especially advantageous from a social or national standpoint. In England the National War Savings Committee has been giving attention to this subject. This committee discovered that, for the prosecution of the war, some kinds of saving are much better than others. Certain commodities, such as rubber and gasoline, are imperatively needed by the government for military purposes or for some purpose more or less connected with the war. Obviously, it is especially advantageous that civilians should abstain from purchasing such commodities, except for use in some industry as essential to the national welfare as the war itself. To abstain from any expenditure for commodities directly needed by the nation represents the maximum efficiency of economy from the point of view of the national welfare. To invest money so saved in a national loan, or to pay it over in taxation directly to the nation, logically completes this maximum service.

To dismiss a servant who cannot find other employment, or to abstain from purchases which result in throwing out of useful employment people who are not in demand elsewhere, would be far less desirable. This consideration, however, although much emphasized in England, has little application in this country, where the urgent demand for labor at present absorbs quickly any such surplus.

Still, various kinds of saving do have varying degrees of value for the nation, according to their effect on the possible dislocation of labor, whether an article is imported, or even carried from a distant part of our own country, or whether the articles produced at home are produced under conditions of increasing or decreasing returns, and so on. The factors involved in some cases become too complicated for any save the trained economists, and perhaps even for them. The principle, however, is clear enough and may frequently be followed to a practical conclusion: that those forms of saving should be preferred which, if adopted generally, will tend to make prices lower, supplies more abundant and release goods more freely for the vital national needs. Economy in fuel, in food, in imported articles, in luxuries of all kinds, will all be desirable unless for very exceptional reasons, and the burden of proof will always rest upon those who claim an exception. When in doubt as to whether one economy or another is more advantageous, it will be a good rule to make both.

FACILITIES for the encouragement and safeguarding of savings are now more abundant than in earlier days, and what we need is not so much to increase their number or variety as to make them known, and in some instances to adapt them to the special needs of small depositors. The savings banks, with their eleven million depositors and five

billions on deposit, have a just place among the institutions of this kind. Next come the building and loan associations, with three million members and assets of one and a quarter billion. Professor Fetter, in *Modern Economic Problems*, points out that the relative influence of these associations in educating and encouraging to thrift is doubtless much greater than these figures indicate. "There are more than three times as many of them as of reported savings banks, their management is much more democratic than is that of the banks, and many of their members attend and participate in the meetings and understand how they are conducted. Moreover, the savings made through these associations are constantly passing on into the houses that are fully paid for and which continue to yield their incomes to their owners. Each year these associations collect from their members as dues and in repayment of loans (made to build houses) the sum of over half a billion dollars, which is twice as much as the annual increase in the deposits of the reported savings banks." Even when actual building is interrupted by the high cost of labor and materials, the educational influence of the building and loan associations continues.

The federal government by the establishment of a Postal Savings System in 1910, in the face of an opposition from bankers which reflected no credit on either their public spirit or their business judgment, took a long stride ahead in the encouragement of small savings. The Postal Savings Banks are especially useful in safeguarding the deposits of immigrants, who, accustomed to the security of the Postal Savings of their own country, are often at a loss to know how to choose among private banks and are frequently victimized by fraudulent or irresponsible private bankers.

The Postal Savings Service, however, would be far more useful if there were sustained and persistent effort, either official or voluntary, to instruct possible depositors in its use, if deposits could be made of less than a dollar, and if stamps were sold in other amounts than ten cents. The Penny Provident Fund of New York city, which accepted deposits of any amount—even one cent—could not compete with the home savings banks, department stores and Postal Savings, as it did not pay interest, and has been discontinued. Its trustees had long favored a Postal Savings Bank, and they did not withdraw until after this service had been established, but its distinctive educational work in the encouragement of the smallest savings by children as well as by adults has not been, possibly could not be, carried into the Postal Savings. The question fairly arises whether a national committee with local branches in all parts of the country should not be formed to cooperate with the Postal Savings Service to facilitate the collection of small and fractional sums, and especially to make known everywhere the facilities offered by the Post Office Department. Such a thrift campaign would be opportune now that there are new and demonstrable reasons for conserving to the utmost even the most modest savings.

The rural credits act and certain features of the federal reserve act are noteworthy contributions to the national facilities for saving, and such national and local committees as have been suggested in connection with the Postal Savings Service might include the education of the public in these features also within the scope of their activity.

THE shrinkage of capital will probably lead to a substantial and possibly long-continued rise in the rate of interest. The problem is not that of an ordinary commercial crisis. It is something for which the world's history affords

no precedent. There have been floods, fires, earthquakes and wars. But since the last glacial submergence, or at least since Noah's flood, there has been no disaster comparable to that which was precipitated by Austria's ultimatum to Serbia in 1914, and in which we are now involved. Even if there had been wars as extensive, destruction of property as great, the calamity at any earlier epoch would have been less than at present, when the slaughter and the devastation have overwhelmed a delicate international organization built upon the assumption that peace and not warfare is the normal relation among nations.

This waste must be replaced; capital reestablished; commerce and industry restored. The economic problem for the time after the war takes many forms, but none of its aspects is more serious than that as to how the new wealth shall be distributed as it is produced. In an era of high interest, is the saving to be done by a favored class or by an industrial democracy? Upon the habits, instincts and institutions created during the war the answer largely depends. If the people as a whole become capable of thrift, of that development of character which makes one capable of restraint, of wise judgment, of thrift, the advantages of capitalism will be retained by society and will be distributed democratically.

Thrift is not parsimoniousness. It is fundamentally strength of character. The war will test it, as it tests many other qualities, in a fiery furnace. The nation which survives in war and in the contests after the war will be the nation which most fully learns and practices this most ancient of virtues.

TEACHING THRIFT IN GLOUCESTER

TO get a change of habit will require a tremendous campaign here, as it did in England, and as presumably it did not in Germany. Mrs. Elizabeth Tilton, the energetic and resourceful changer of national habits, sends us interesting details of a local program in a New England fishing village. It starts with the principle that patriotism means, as Sydney Webb says, not business as usual or dinner as usual, but bare necessities bought and eaten, and no baubles or entrées allowed.

Women are neighborhood creatures and do not respond to figures of national food shortage or even to the appeals of women miles away. They act on local color supplied by local leaders, being in this respect much like children and men. And so Gloucester by the sea has organized the children into a distributing brigade. That is a good local touch, for what the children distribute the mothers will read. One of the handbills says in black type that what Gloucester wastes would feed 2,000 persons annually. Then follow in smaller type five incriminating lists—an enumeration of what was thrown away from five private homes "in one day last week." The bread and potatoes in these garbage pails were weighed, the onions counted, even the potato peelings taken into account and the miscellaneous cake, beans, strawberries, put down for the confusion of housewives. Any of these homes, the handbill says, may have been yours; and many a conscience-stricken mother no doubt felt that house No. 2 or No. 5 might indeed have been hers.

Equally effective is the large display poster for hotels and throughout the town, declaring that the war will be won not by the last bullet but by the last crust. It puts behind the call of the government the demand of the conservation leaders of Gloucester that citizens shall do their share in this respect by eating one wheatless and one meatless meal every day.

On the initiative of Elliot C. Rogers, the local food conservation enthusiast, a survey was made and it was found that Gloucester, with its 25,000 inhabitants, consumes in a year at least:

125,000 doz. eggs
100,000 lbs. butter
100,000 qts. beans
25,000 bu. potatoes
3,000 bu. carrots
5,000 bbls. cabbages
1,000 bbls. squash
1,000 bu. beets
2,000 bu. turnips
1,000 bbls. sweet potatoes
5,000 bu. other vegetables
18,000 bbls. flour

Of the above a very small part is raised in Gloucester or the vicinity. The rest is brought by railways and other conveyances. The situation of the town on a branch line, the congestion of railways with war materials and the already existing scarcity of food and prevailing high prices are skillfully utilized to give effect to the inquiries as to whether the one to whom the circular is sent will plant a garden, if so, of what size; what experience he has had, what he will plant, and how many in the family will assist.

The point of all this is that food conservation is less a national than a home-town campaign. Local surveys are not very expensive, especially if food comes in mainly through a few channels, and if there are many willing volunteer hands. Large national facts must be translated, as Mrs. Tilton says, into local truths. For the 100,000,000 bushels that corncake for breakfast can save the nation, we may substitute the 5,000 barrels of wheat flour that the women of any town of 25,000 can save by turning their backs on wheat for breakfast. "Serve by saving" will thus become fact.

INCREASING INSTITUTIONAL PRODUCTION IN INDIANA

IN keeping with the enviable reputation of Indiana's Board of State Charities was the initiation early in the spring of a plan to have the state and local institutions raise more produce, including live stock and animal products. Governor Goodrich, at the board's suggestion, urged more extensive cropping and more intensive cultivation of the farms and gardens connected with the state institutions and the ninety-two county poor asylums. The acreage was increased by the lease of more than two thousand acres by the state prison and nearly six hundred acres by the state reformatory, and by other leases and purchases. The Board of State Charities reports a general response, with the natural result that the institutions are able to substitute their own products for more expensive and perhaps less desirable foods.

THE editor of this department will welcome questions from readers, and suggestions as to topics which they would like to see discussed in these pages. Information from all parts of the country about conditions due to the war, and consequent developments in social work, will also be appreciated.

IN ALL the twenty years of close contacts here in Chicago Commons, I have never touched the depths of men's hearts as in these past twenty days of daily contact with the 6,000 men with whom I am dealing. I write out of the heart of the real tragedy which is impressing Chicago,

and I presume every other place, as nothing else I have ever witnessed. Beneath the mechanism of the draft, wonderful as that is, one senses the profound human experience to which it is subjecting the vast majority of the nation's young men and their families—in comparison with whom conscientious objectors are like the fray of the fringe. Tragic as their experience is, it should not be made to overshadow, much less to minimize or eliminate that of the thousands who are uncomplainingly, silently and most manfully standing in their lot at the country's call.

The draft has been a national achievement which has subjected both the official and volunteer resources of the country to a sudden and severe test. The draft law and regulations are notably clear, definite and considerate. They were worked out and have been followed up with promptness and precision. It was, of course, impossible to frame the same scheme and procedure so as to apply equally well to the smaller and more homogeneous communities and to the larger divisions, including not only as many thousands as there were hundreds elsewhere, but also a serious complication of languages and racial distinctions. It was impossible in such divisions for the registered men to find their "new numbers" on any "posted" list, as they were expected to do according to law. It was likewise impracticable for the local boards to renumber the registration cards without regard either to alphabetical order or to the order of the precincts where the cards were registered. How could the names ever have been found, on call for the number, in divisions such as the one for which the writer is responsible that numbers over six thousand men, speaking many languages and including single precincts containing six hundred or more names? Rearrange the cards for the board's own use, it may be suggested, but this is more easily said than done. For this tremendous task of matching, correcting, renumbering, and listing twelve thousand cards for six thousand men, and then giving out the new serial numbers on incessant demand all day and evening for a fortnight, was requested and expected to be undertaken by volunteers.

How largely it was thus cheerfully and cheaply done is evidenced in Chicago. The clerk of the election commissioners average the cost of this work to be less than five cents a name for the 314,210 registered men, whereas the cost of the last supplemental registration of voters, prior to the aldermanic election last spring, rose to the amazing average

The Draft

A Great Human Experience

By Graham Taylor

of \$13.90 for each of the few additional names then enrolled. To this outrageously excessive expense is due the new law in Illinois providing for the continuous and centralized registration of voters, which will keep the lists of registered voters up to date. It was a pitiful waste of time and energy to keep

lines of men a block long waiting for hours to take their turn to apply for their numbers.

And it was quite as unjust to the volunteer group to be forced to inspect and reinspect the lists and cards, sometimes a half an hour to find a single name, all for the lack of a government grant of postal cards on which all registered men could have been informed far more promptly and intelligently.

On the whole, the country over, the work has been done with a fair degree of efficiency and as soon as could have been expected, under very varying conditions and under the strain of entirely new procedure. While it could be done better another time, yet it is an achievement in which the nation may take some pride and feel little or no shame.

The registration and numbering for the draft may be considered still greater as a human experience. Only a few instances have come to notice where members of local boards were so human as to lose their patience in wrestling with the impossible. One Chicago doctor on a local board whose office was besieged by hundreds of men awaiting their numbers, was reported to have driven them away by appearing at the window with a shotgun. Another is said to have scattered his besiegers by the professional device of hanging out a warning sign, "Diphtheria here." But there were scarcely enough exceptions to prove the rule of inexhaustible patience, good-natured consideration and high patriotic loyalty upon the part both of the local boards and the thousands upon thousands of young men with whom they dealt. Indeed the willing compliance with the law, the entire lack of resentment, opposition or even criticism, and the fine, manly, patriotic spirit shown by the young manhood of the nation are both reassuring and inspiring. This is especially true of the most cosmopolitan and densely populated industrial centers, notably at Chicago, where any antagonism was only vaguely rumored but nowhere encountered. Much to the credit of our foreign-born fellow citizens and neighbors is this loyal attitude. For it costs such people who have fled from the militarism of Europe far more to be loyal in meeting the first "selective draft" in the land of their hope than those to the manner born who have had no such experience.

This human experience will be more varied, but may be no less impressive as it grows more intense, while the draft and exemption become counterpoints in the great personal and national tragedy.

NEWER SONS OF AMERICA

[Written by the son of an Italian immigrant, for the last four years a member of the English staff at the University of Pittsburgh]

AMERICA! our hour has too arrived,
And we who are your sons, if not in blood,
No less your sons in spirit and in soul,
With pride and loving eyes lift up our gaze
Unto your face. No parting love we know;
No love but pure and filial love for you—

Our great devotion to your great ideals.
Our fathers braved the perils of a sea,
And humble came upon your friendly shores;
For you have stood, and beauteous shall you stand,
A beacon light upon a mighty rock,
And signal to the people of the earth.
No narrow mission of a race is yours.

You know no East nor West, nor strife of creeds,
Nor lost traditions—but one mighty call
Of Freedom! . . . Now you have arisen, fair
Yet terrible. Again lift up your torch!
And in your name we stand your loyal sons,
And dying, sing in praise your flaming soul,
America! . . . JOHN VALENTE.

COMMON WELFARE



A MISSIONARY RELIEF EXPEDITION TO ARMENIA

LIKE an old story of missionary adventure and exploration reads the plan of the eight stalwarts, five men and three women, who left San Francisco on July 19 to bring relief to the Armenian refugees—probably there are a quarter of million of them—who have fled into the mountain fastnesses of the Russian Caucasus. The American Board of Commissioners for Foreign Missions did not wish to take the risk of having its emissaries stopped before reaching their destination; hence it adopted the somewhat unusual travel route via Japan and the Trans-Siberian railroad.

The object of the mission is to distribute funds and rations, to organize and administer relief industries among the refugees, to care for fatherless children, to organize repatriation of those for whom it is safe to return to their homesteads—and that involves stocking of farms with cattle and implements, development of new home industries, repair of damaged and dilapidated buildings. Equally important is the spiritual aid which the ministry of this little group of Americans will bring to a people stricken by irreparable losses of life and property, by fear bordering upon panic, of oppressors who have not only maltreated but deceived them.

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A NEGRO'S MARCH WITH MUFFLED DRUMS

“WE Are Maligned as Lazy and Murdered When We Work,” read one of the banners carried in a procession of some eight thousand colored men, women and children down Fifth avenue last Saturday. The procession was organized as “a silent protest against acts of discrimination and oppression” in this country and in other parts of the world. Another twenty thousand Negroes lined the street and aided in a remarkable demonstration. There was no disorder and no outbursts of passion, though some of the banners might have been feared to be inflammatory. The police objected to only one of them which was readily withdrawn

before the parade moved. It represented a Negro woman kneeling before President Wilson and appealing to him to make America safe for Democracy before trying to do this for Europe.

Other banners read: India Is Abolishing Caste, America Is Adopting It; Memphis and Waco—Centres of American Culture: Your Hands Are Full of Blood; Thou Shalt Not Kill; Cain, Where Is Abel, Thy Brother? Leaflets distributed on the sidewalks gave the reasons for the march, among them:

“We march because by the grace of God and the force of truth the dangerous, hampering walls of prejudice and inhuman injustices must fall.

We march because we want to make impossible a repetition of Waco, Memphis, and East St. Louis by arousing the conscience of the country, and to bring the murderers of our brothers, sisters and innocent children to justice.

We march because we deem it a crime to be silent in the face of such barbaric acts.

We march because we are thoroughly opposed to Jim Crow cars, etc., segregation, discrimination, disfranchisement, lynching, and the host of evils that are forced on us. It is time that the spirit of Christ should be manifested in the making and execution of laws.

We march because we want our children to live in a better land and enjoy fairer conditions than have fallen to our lot.

We march in memory of our butchered



dead, the massacre of honest toilers who were removing the reproach of laziness and thriftlessness hurled at the entire race. They died to prove our worthiness to live. We live in spite of death shadowing us and ours. We prosper in the face of the most unwarranted and illegal oppression.

We march because the growing consciousness and solidarity of race, coupled with sorrow and discrimination, have made us one; a union that may never be dissolved in spite of shallow-brained agitators, scheming pundits and political tricksters who secure a fleeting popularity and uncertain financial support by promoting the disunion of a people who ought to consider themselves as one.

At the time when this peaceful protest, the quietest parade of the size held in recent times, according to the police, was made, race riots continued at Chester, Pa. In Columbus, at a meeting of public-spirited white citizens and representative Negroes, an Ohio Federation for Uplift Among Colored People was formed last week with the special aim of preventing race prejudice. Assimilation of Negroes coming from the South is the principal immediate practical objective of the organization.

THE PHYSICIAN'S "BIT" AT FRONT AND AT HOME

At least 24,000 of the 90,000 physicians of military age in the United States, Alaska, Hawaii and Porto Rico will be needed for war service, according to official announcement at Washington. Of the doctors between the ages of 22 and 55 years, fully 12,000 must be enrolled by October 1, to go into camp with the conscript army and the regular troops.

Training camps for army medical officers have been established at Fort Riley, Kan., Fort Benjamin Harrison, Ind., and Fort Oglethorpe, Ga., with a capacity at each camp of 1,000 student medical officers and 1,800 enlisted men. There are also, at each camp, four ambulance companies, four field hospitals and one evacuation hospital. At Fort Des Moines, Ia., a smaller training camp for colored medical officers attending colored troops has been established. It has 550 officers and enlisted men in training. For the ambulance service a camp for 4,500 officers and men is in operation at Allentown, Pa.

Training camp courses for medical officers last three months. In the first month the officers are taught the duties of the enlisted men, in order that they may in turn teach them. The second month covers the theory of the officer's duties, and the third month their practical application under field conditions. Following the basic course, classes of specially qualified medical officers are given a more complete preparation for some special service, such for example as camp sanitation and military hygiene, or radiography, or laboratory work in bacteriology.

SWORDS AND PLOUGHSHARES

PLOUGHSHARES throw back the soil to the left and right; swords have two cutting edges. The trouble with our American ploughshare during the first two and a half years of the European war is that, as a national policy, we only used one edge of it. We kept to the flat blade of neutrality; we kept down rank growths of social hate; we did well negatively; but we never threw the whole force and weight of the United States affirmatively into breaking through the crusts of inertia and menacing purpose, into turning up fresh soil from the war-trodden civil life of the European peoples.

The President had at length made a beginning in this very direction in his identic note to the Powers, and in his address to the Senate with its broad social principles, when the ruthless resumption of the U-boat campaign blocked it. We have been hammering our ploughshares into swords ever since. Let us profit by our experience with ploughshares. Let us see that our sword of war has two edges. One, the efficient projection of military force to resist Prussian aggression, to drive back its invading armies from France and Belgium and to strike at the threat of pan-German dominance over the free peoples of Europe. Nothing would do more to uphold the autocratic clique at Berlin than for this New World democracy to be dull and inept in its execution.

But let us not forget the other cutting edge. If we merely project men and munitions into the war zone, and if the German government convince the German people that our practical goal, whatever we may say, is to crush the German people, then our entry into the war will merely serve to stimulate counter-resistance throughout all Germany to these new conquerors. It will fortify the Junkers in their control over the democratic and liberal forces of Central Europe. The basis of that control has been the spread of the idea that the people of the Fatherland were fighting in self-defense, against annihilation. Let us cut the roots of that dread. Let us not only by our own statements, but by the statements we elicit from the allies, make it unalterably clear that ours is not a war of conquest, and that the terms we are fighting for jointly and severally are not the accumulated demands of competing imperialisms. Such assurance would release the democratic forces of mid-Europe from their war-long dread and free them to reckon vigorously with their governments both on questions of internal democratic reform and in their frontage on peace.

This is why the world turns with new hope to the conference to re-examine war aims, called for by the Russian Republic and announced by Lloyd George. Witness the challenge made the same day last month by two great minority leaders—Borah in the American Senate, Asquith in the English House—for a fresh statement of terms in the name of Russian strength and allied unity.

Let us parallel our military operations with social statemanship. Let us have two edges to our sword.

PAUL U. KELLOGG.

ENGLISH INTERNATIONALISTS ON TERMS

THE Executive Committee of the English Union of Democratic Control has issued "suggestions for terms of a peace settlement" which affords Americans a cross-section of advanced English opinion. The significance of this brief document consists in the concreteness of its proposals and in the names of its signatories—labor leaders, radicals and exponents of international politics—Norman Angell, Charles Roden Buxton, J. A. Hobson, F. W. Joivett, M.P.; F. W. Pethick Lawrence, J. Ramsay MacDonald, M.P.; E. D. Morel, Arthur Ponsonby, M.P.; Philip Snowden, M.P.; H. M. Swanwick, Charles Trevelyan, M.P., and I. Cooper-Willis.

After recalling the Russian, British, American and German pronouncements in favor of a peace without annexations, the committee suggests that the terms of peace settlement are bound to be imperfect in view of the complicated nature of many of the issues, and that the stability of peace will depend quite as much on the provision of international machinery for meeting international difficulties in the future as on immediate agreements satisfactory to all belligerents.

Assuming a policy of "no annexations" as the basis for discussion, the following suggestions are made: For Belgium, complete re-establishment of sovereign independence and integrity and economic restoration; for France, evacuation of the invaded districts; for Serbia, Montenegro and Rumania, evacuation and restoration of independence.

As regards Alsace-Lorraine, a decision by plebiscite or by some other means of ascertaining the wishes of the population under the supervision of an impartial International Commission and free from the interference of occupying armies is proposed, and it is pointed out that the decision need not be the allocation of both provinces either to Germany or to France and does not exclude the policy of autonomy. The proposal does not reckon with the fact that the provinces have been deliberately colonized during the forty-seven years of German occupation.

The claims of Italy to Trentino or other unredeemed districts, under this plan, are to be decided by the same process, but in another part of the document the Italian claim to non-Italian Dalmatia is ruled out on principle as representing annexation. Russia's former claim to Constantinople and the German demand for a revision of strategic frontiers in Belgium and elsewhere are ruled out in the same way, though, of course, mutually satisfactory frontier revisions between neighboring countries may be in perfect conformity with the basic principle.

Russian Poland is to be free and independent; but the populations of Austrian and Prussian Polish districts are to decide for themselves whether they desire to become part of the new Poland.

The union urges that the "unfortunate impression" created by the allied note to President Wilson of January 10 that it is the fixed determination of the allies to break up the Austro-Hungarian empire should be explicitly repudiated by all the allies, as it has been by the Russian Republic. The claim of the empire's component nationalities for self-government is, under its proposal, to be left outside the subject matter of peace negotiations, as are also the similar claims of Finland and Ireland.

The committee frankly admits that it has no final solution for the Turkish dilemma, other than immediate neutralization of the city of Constantinople and the Straits and extension of the policy of international control over the Ottoman empire "so as to provide full security for the Christian peoples and freedom of development for other races under the suzerainty of the Sultan."

The assignment of sovereign rights in Africa made by the conference of Berlin in 1885 and the distribution of colonial sovereignty in the Pacific islands is to be entirely reconsidered with a view to effecting a mutually satisfactory redistribution of territory and rights and, if possible, a great extension of international control and free trade in tropical Africa. An international commission, after the restoration of peace, would also have to settle other complicated questions which cannot be settled by conquest, such as the Polish claim to Dantzic, Bulgaria's claim to Macedonia, Rumania's claim to Transylvania, and the future status of Persia.

Among the committee's guarantees of a general nature, without which an early peace would carry no prospect of a durable settlement, are a league of nations—sketched on familiar lines—reciprocal equality of commercial opportunity in the dependencies of the great powers, international prohibition of secret treaties, as large as possible a measure of disarmament, and freedom of the seas in peace and war.

As regards indemnities, the committee insists on the justice of Belgium's claim to special relief from Germany owing to the circumstances under which she was forced into the war. For indemnities in the nature of payments to recover war expenses, it wishes to see substituted a common fund provided by all the belligerent nations and administered by an international commission to rehabilitate the areas most seriously devastated by the war, under whatever sovereignty they may happen to be.

Four of the signatories to this document, Trevelyan, Ponsonby, Snowden and MacDonald, with one other mem-



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ber of the liberal-socialist minority in the House of Commons, Hastings B. Lees-Smith, succeeded on July 26 in securing a whole evening session for the discussion of their plans, and to draw out the leaders both of the government and of the orthodox opposition. The ostensible matter for discussion was a resolution introduced by the pacifists declaring that the German Reichstag resolution of July 19 (see the SURVEY for July 28) expressed the principles for which the allies were fighting and calling upon the government to secure a restatement of

their peace terms by the allies which would make clear their conformity to the Reichstag terms. The resolution was defeated by a vote of 148 to 19.

Mr. Trevelyan thought the House of Commons might fittingly neglect to take account of the vague utterances of the German Chancellor other than take note that he did not oppose the resolution and reply to the Reichstag as one representative parliament to another. Former Prime Minister Asquith had no difficulty in showing that, considering the parliamentary situation in Germany, the

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Reichstag resolution really had less significance than the passage of a similar resolution would have in the British Parliament, and that the Imperial government clearly was not prepared as yet to give to Belgium, Serbia and Greece a status which would free them from the menace of military coercion or dynastic intrigue. He did, however, welcome the news announced for the government that a conference of the allies would, at the invitation of Russia, be held early in the autumn to restate the allies war aims in terms to conform to the present dominant note of democracy in the allied forces.

LAND SETTLEMENT IN CALIFORNIA

FACT and fiction have about an equal share in the publications of the average state land department or commission which administers public lands, homestead acts, or various laws passed to promote rural settlement. In methods of attracting settlers some of these bodies are wonderfully efficient. But in recent years a new competition has sprung up between the different states in efforts to keep their rural residents after they have got them and to make their genuine success as farmers the main advertisement of the state to the outside world. This effort involves cooperation with chambers of commerce, railroads, banks, and especially with state departments of agriculture and with agricultural colleges.

In this new solicitude for the new settler, back of the former wasteful "boosting" operations, California takes a leading place. By the land settlement

act, passed on June 1, she has gone even further and provided what may be called a charter for the landless laborer whom few states, so far, have taken the trouble to secure as a potential asset to the rural community.

The laborer and the farmer of very small means, under the new act, are ensured not only an honest bargain in the purchase of public land—in itself a considerable advance on the practice of not so very long ago—but are provided with every conceivable aid in securing complete self-support and independence, free from an everlasting overhanging burden of debt.

A state land settlement board, created by the act, and consisting of five members appointed by the governor, will have power to acquire, on behalf of the state, agricultural lands susceptible of intensive cultivation and suitable for small

farming, to a maximum extent of ten thousand acres and at a cost not exceeding a quarter of a million dollars. From the area acquired, the board is to set aside whatever acreage may be needed for roads, schools, churches, or other public purposes, and to divide the rest into farms up to \$15,000 in value and farm laborers' allotments up to \$400 in value, not counting the cost of improvements.

The board is instructed to prepare land, where necessary, for irrigation and cultivation, to seed, plant or fence it and to have houses and outbuildings erected on it—in short, to carry out any improvement which will render each allotment habitable and productive, at a cost not exceeding \$1,500. The combined cost of building and providing a domestic water supply, in the case of cottages for farm laborers, must not be more than \$800. An applicant is not allowed to buy more than one holding, and to secure this he must first satisfy the board that he is a fit and proper person. In fact, if he neglects the place or fails to cultivate it to the best of his ability, he may be dispossessed. He may not transfer or sublet any part of it for five years and must actually reside on his holding for at least eight months in each of the first ten calendar years of occupancy.

Having thus ensured that the land purchase will really help bona fide agricultural settlers, the act makes the most liberal financial provisions for them. They need only pay a cash deposit of 5 per cent of the sale price of the land and 10 per cent of the cost of any improvement on it. Unless one-half of the purchase price is paid in cash, the applicant must enter into an agreement to apply for a loan from the federal farm loan bank to cover at least 50 per cent of the appraised value of the land and 20 per cent of the value of the improvement. The payment of whatever balance there is may be extended by the board over a period not exceeding forty years.

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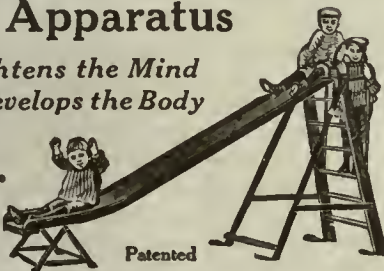
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SAGAMORE SOCIOLOGISTS IN WARTIME

FROM the sand dunes of Sagamore Beach, down on old Cape Cod, where a gentle breeze, fragrant with the scent of wild roses, sweet fern and bayberry, freshens even the most sultry of days, it is a far cry to the parching heat, the bloody sweat and the awful suffering of war-ridden Europe. Yet the war and its horrors proved to be the one gripping subject at the tenth Sagamore Sociological Conference which convened in this remote corner of Massachusetts the three last days of June.

Although Democracy and Business was the advertised subject of the meetings—the intention being to deal with the conservation, in normal times, of human resources and the development of a higher efficiency in every department of industry—the conference inevitably found itself considering the wartime aspects of all these matters. Indeed, the meeting which struck the most fire was an entirely impromptu one called to consider terms of peace. What it actually did consider was everybody's inmost convictions concerning America in this war.

This meeting had several dramatic moments; one when the youngest host of the conference, a rich man's son who, as a college graduate, is turning the energies of a great many other college men into valuable fields of social service, rose and said with deep feeling, "I am of draft age; I shall have to go to war. Can't you people here whom I know and respect let me feel that I have you behind me as I go out to serve my country?" And again, when a brisk little gray-haired woman declared in a voice choked with emotion, "I have four boys, all of draft age. If they must go, they must; but I beg you men and women who care about these things to see that they are not ruined body and soul at our training camps before ever they get into service."

Two very intimate outpourings of the heart, these, from the sociologists assembled at Sagamore Beach as guests of George W. Coleman and his fellow

PLATFORM OF THE SAGAMORE CONFERENCE

THE Sagamore Sociological Conference of 1917 meets at a time when world affairs present a challenge to the forces of democracy unparalleled in history. The conferences in past years have been peculiarly sensitive to every movement which promotes justice, conserves human life and human well being.

Our country has entered a world war for the avowed purpose of conserving and extending democracy. These conferences have always championed this great cause. We hope that the present war will advance democracy not only in the United States but in the world. We therefore believe that it rests upon us as friends of democracy to give the war our unstinted support so long as it serves this avowed purpose.

The problems raised by the war are so novel and perplexing in their moral, social and political aspects that we feel a solemn need for specific education to enlighten present and future citizens in the meaning of sane patriotism. We therefore call upon the church, the public school, the open forum and all other appropriate agencies to mobilize their resources of brains, experience, equipment and leadership to foster the right conception of duty in the present juncture, to clarify our national aims, and to guard our national development after the war ends along lines of safe and constructive social progress.

This conference stands, both in times of war and peace, for the conservation and the fulfilment of human life. We place ourselves on record against the suspension of protective legislation affecting the safety, health and well-being of the workers. On the contrary, we urge the strengthening and extension of such legislation to meet the increasing perils of new and dangerous industrial occupations arising from the prosecution of war.

In particular we advocate an expert study of the waste incident to unnecessary fatigue, and the proper and effective correlation of federal, state and local employment agencies under national supervision to the end that men and women may easily find opportunities for work.

In view of the danger of a world food shortage, we urge the elimination of every possible source of waste in the production and distribution of foodstuffs. We therefore condemn the use of grain in the production of malt and spirituous liquors; we urge attention to the excessive cost of distribution of food and other commodities; and call for government aid in securing cooperation between producer and consumer, and the elimination of multiple profits.

In conclusion, we recognize the great value of this conference composed, as it is, of men and women of many occupations, many interests and many minds, but all devoted to the right solution of the complex problems arising out of a rapidly changing world order.

hosts to discuss Democracy and Business. But the less pressing topic was discussed, too. William H. Ingersoll, the market manager of the watch company "which made the dollar famous," had been assigned Distribution and Democracy as his topic, and at any time the company of business men and sociologists assembled to listen to him, and to the speakers which followed him, would have been greatly interested in the crisp criticisms of existing trade conditions which, through favoritism and discriminatory practices, make democracy in distribution an impossibility. The wage-earner, Mr. Ingersoll pointed out, is more widely exploited as a consumer than as a producer. Two-thirds of what he pays for his necessities has been expended upon distribution.

Agnes Nestor, president of the Women's Trade Union League of Chicago, in her talk on Conserving Our Human Resources, emphasized the great need now on us of putting *humanity first* in our mad rush to make munitions and become "prepared." Of what use, she asked, is a saved America if we have wasted our human resources in the process? Very appropriately, after that, came Prof. Harry F. Ward's paper on The Service Motive in the Business World with its appeal that we force "profiteering" to disappear from industry to the end that every one of us be moved by the single desire to serve our day and generation. Dr. James P. Warbasse held that we might save ourselves a great deal of nervous strain, as well as a great deal of money, if we had cooperative buying in America. And Mrs. Gilman admitted frankly that she was using the war need of releasing women for service to "put over" an idea which she has long cherished, i. e., that it is an enormous waste for a hundred women in every little community, each to be spending several hours every day preparing a hundred separately cooked dinners for a hundred wage-earning husbands who ought not to afford any such expensive form of individual service when one kitchen and perhaps five cooks could do it all and do it better.

RIVAL WAR-TIME LABOR BODIES

THE first constituent assembly of the People's Council of America will be held in Minneapolis, September 1. Each of the ninety local branches and clubs and societies affiliated with the council will send to the conference one delegate for the first fifty members, one more for each additional thousand or major fraction thereof, with a limit of three in order that no one body can dominate.

Those in attendance will represent such varied elements as single-taxers, labor unions, women's clubs, church bodies, socialists, and educators. They will

try to bring before the country the program of the People's Council for a concrete statement of America's war aims, and an early peace with no forcible annexations, no punitive indemnities, freedom of development for all nations, and organization to maintain world peace. They will appeal to all members to work to repeal the conscription laws, to enforce democratic control of foreign policy and diplomacy, and establish the principle of a referendum vote on peace and war questions.

The People's Council was launched at the First American Conference for Democracy and Terms of Peace, New York, May 30 (see the SURVEY, June 9). Since then local branches have been established in some eighteen states, from New York and Massachusetts to California and Oregon, and gatherings have been held in Chicago, San Francisco, Los Angeles and Pittsburg.

At the beginning many labor unions joined the People's Council. Now, however, a Workmen's Council is organized as a separate national unit. It is affiliated with the parent body as is any other association or branch, having the right to send delegates to the Minneapolis conference. In New York city the Workmen's Council embraces the United Hebrew Trades, numbering 250,000 men and women, each affiliated with the American Federation of Labor, together with some sixty-four local unions, among them the International Ladies' Garment Workers' Union, with a membership of 180,000, painters, carpenters, jewelry makers and bakers' unions. In Boston about 100 locals have joined. According to Jacob Panken, chairman, branches are being established in every large city in the United States to secure the endorsement of the People's Council program by the working people and to function to maintain labor standards.

To counter the movement and to assure the government that American labor will carry out its pledge of March 12, "in stress or in storm to stand unreservedly by the standards of liberty and the safety and preservation of the ideals of our Republic," thirty labor leaders gathered in New York city, July 28, and formed the American Alliance for Labor and Democracy, with Samuel Gompers, president of the American Federation of Labor, at its head. Frank Morrison, secretary of the American Federation of Labor, was made vice-chairman of the alliance; Robert Maisel was made director of publicity, and the advisory commission includes such men as Ernest Bohm, James P. Holland, president of the New York State Federation of Labor; Hugh Frayne, general organizer of the A. F. of L., and Chester M. Wright, former editor of the New York Call. Offices will be opened at 280 Broadway this week and immediately the work of

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REDIVIVUS
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ing troops on the Mexican border.
as between war and peace hung in the
balance.

A year ago in August the joint commission began its sittings to work out a solution—a solution which never came, because of the overhanging question of sovereignty raised by the Pershing expedition.

But in disbanding, the American members of the commission recommended that we withdraw troops from Mexican soil and send our new ambassador to Carranza's capital; that is, supersede a military with an unhampered civil approach to the "Mexican problem." How the new formula has worked from the standpoint of building up friendly relations, has been brought out by Ambassador Fletcher in his reports. How internal social progress is making gains in Mexico is told by Mr. Winton.

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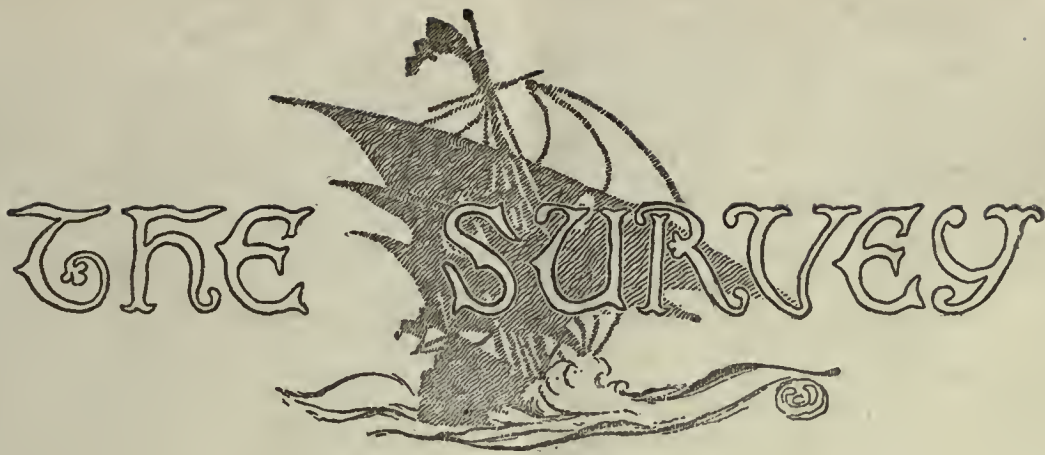
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Mexico Redivivus

By G. B. Winton

AMERICAN SECTION OF THE COMMITTEE ON COOPERATION IN LATIN AMERICA

THE constitution of New Russia is to have a clause guaranteeing to organized labor the right to strike. A recent Swedish visitor to Russia writes of that enactment that it is probably the first instance of such legislation in the history of the modern world. Not so; Mexico was ahead. That provision was adopted as part of her constitution promulgated last February. And it is only a sample. *Ex pede Herculem*. The program of reorganized Mexico is strictly modern—radical some will call it, progressive others. Even so, the program as written into the new constitution, which is so specific in some sections that one student remarked that it seemed to him “more like by-laws than a constitution,” is merely a symptom. It exhibits but tamely and partially what is going on in the thinking and life of the people.

The revolution (in the singular, please, always) has shot its influence, vital sap from one point of view, deadly infection from another, through absolutely all strata of the national life. There are new men, a new type of men, at the political helm; the educational system of the country has changed hands; business enterprises are shaking off the old ways and the old management; the aristocracy is discredited; in social life the bottom rail is on top.

Conditions are a queer jumble of those prevailing in our own country immediately after the Revolutionary war and those which obtained in the South during reconstruction days. A friend of mine, a Spanish land-owner, said to me: “I have been reading Thomas Dixon’s account of the days of the carpet-bagger in the South. That is the situation we have down here now.” Others see it as only the rebirth of liberty, the overthrow of the tyrants. One thing is certain. The class that has long dominated business, social life, church affairs, politics, is in abeyance now. A middle class, newly formed and almost without a separate consciousness as yet, holds the reins of power. What the event is to be time will tell.

With the outlawing of the old ruling classes went naturally much of the social amenity, business integrity, domestic standards and high honor of which they were noteworthy exponents. Everywhere now there is a frightful scramble. Standards have not yet been set up. The fighting of the last five years has brought into places of power many un-

lettered and untrained peons. Too much must not be expected of them. They are as illiterate morally as intellectually. For centuries nobody has been concerned with their morals. They are, therefore, children of nature—docile, amiable, interesting, sprightly children, but children still, capable of childish excesses, ferocities, brutalities. The small group of revolutionary intellectuals, middle class almost wholly, are fighting gallantly to preserve the standards of which they are proud, and to make Mexico take her place among the modern, self-respecting, decent nations. But they face on the one side the implacable hostility of the displaced leaders of the old regime, intellectuals themselves, and financially potent still, and on the other the immense inertia of a population of which more than half is illiterate, indolent, contentedly ignorant and contentedly poor. The task is gigantic.

Meantime the new liberty is clamorous with voices. Daily papers are springing up on every hand. The debates of the federal Congress and of the state legislatures air fantastic views and bizarre eloquence. Every man hath a parable. Social, moral, ethical cure-alls are as plentiful as quack nostrums for the physical man. The clash of interests in the scramble for control of the country’s resources and the collisions of rival political factions result in personalities and vituperation equal to that indulged in by our own fathers in days when Adams abused Washington, Hamilton excoriated Adams and Jefferson flayed Hamilton. Whatever else Mexico may be indulging in now, she is not given over to stagnation.

The national election took place in March, and the first of May marked the transition from a *de facto* to a *de jure* government. Venustiano Carranza, the commander-in-chief and acting executive of the constitutionalist movement, was elected President. The voting was by manhood suffrage on blank ballots, no nominations. The regular Congress differs radically in its personnel from the constitutional congress, or constitutional convention, which sat during December and January. Men of standing and of wide influence obtained seats in both Senate and House, and the Congress as a whole is an able and representative body.

State elections, for governors and legislators, are taking place still, as the different sections of the country are reduced, one by one, to order and quiet. Only a few of the

states of the South and one or two of the West have not yet undergone reorganization. The election machinery has throughout been in the hands of the municipalities. They were reorganized early this year under a decree of the *de facto* government. The elections have uniformly been quiet and peaceful. There has been complaint of ballot box stuffing and of false counting in certain sections. Everybody concerned was without experience. "Machines" were rapidly organized and used the tactics with which long experience has made us familiar. But the total outcome of the elections has been satisfactory. The people are aroused to interest in political matters as never before.

A significant phase of the current state elections has been the triumph as governors of the principal states of men whose loyalty to Mr. Carranza has been tested. Several of them are former constitutionalist generals. (All military officers were required to resign three months before the election if they proposed to run for office.) Millan is now governor of Mexico, Aguilar of Vera Cruz, Barragan of San Luis Potosi, Iturbide of Sinaloa, Calles of Sonora, Dieguez of Jalisco, Arrieta of Durango. Besides these are civilians like Zambrano of Neuva Leon, Mireles of Coahuila, Valles of Colima, and others known to be faithful to the leader of the great revolution.

This is a most important matter. It has two aspects that bear on the developments of the future. One is the relation of the states to the federation. The states of the Mexican republic were not originally self-directing colonies which entered upon a federation. Their early training was as subordinate provinces of a central government. Now under a federal constitution they call themselves "free and sovereign." One of their besetting sins is to assert their sovereignty and demand "state rights" when they should rather be standing by the central government and helping it over its difficulties. It is most important, therefore, that the executives of the states be on good terms with the president in Mexico City.

Progress in Yucatan

THE other phase of the situation is not less important. This is the fact that the municipalities will depend upon the state governments and their capital cities for leadership. Most of these local organizations, outside the neighborhood of the state capital, are weak. All of them are inexperienced. Their two prime problems, of sanitation and public schools, will be solved or allowed to drag largely as the capital sets the pace. It is of distinct importance, therefore, that the men at the helm in the state governments are strongly committed to the ideals and program of the popular revolution.

Even during the *de facto* days much was accomplished by progressive governors. Governor Salvador Alvarado, for example, introduced into Yucatan elements of progress that in view of conditions there prior to the revolution are little short of incredible. Yucatan is a farming district which gives practically its whole attention to one product—henequen hemp. The demand for this fibre for binder twine is so great and the soil and conditions on that flat, hot peninsula are so favorable for producing it, that no other crop gets much attention. A somewhat lurid and overdrawn picture of labor conditions there in pre-revolutionary days may be found in J. K. Turner's book, *Barbarous Mexico*. In its main outlines his account is correct. The land all belonged to a few rich men. It was worked by peons who were largely untutored Indians. Their condition differed practically in nothing from that of slaves.

Alvarado, in line with the principles of the revolution, undertook to improve conditions. He organized a board of con-

trol for the henequen market, to regulate prices and distribution. He insisted that laborers should be free to make their own agreements to work where they pleased. He established a minimum wage. In addition to these more direct lines of interference, he pressed the matter of public education. On a visit to Mexico City within the last few weeks he declared that there are 2,500 school teachers in Yucatan and only 500 soldiers. Many buildings that had been used as churches were bought and converted into schoolhouses. Convents were confiscated as illegal. Among other institutions he organized one which is called the "School City" (*Ciudad Escolar*) modeled on the Tuskegee Institute of Booker Washington. It is for the training of Indian leaders. The Maya Indians of Yucatan have hitherto remained isolated and without education or proper civilization. Into this institute will be received the boys and girls of this tribe to learn not only grammar and arithmetic, but all the arts of civilized life. Instruction is given in mechanics, domestic science, farming, horticulture, etc. The young people are allowed to pay their way with their own work. The institution is in full swing and is immensely popular.

There is also a system of school inspection for the whole state and a board of medical inspectors who have charge of all matters of sanitation. The production of hemp fell off a little last year on account of the new freedom of the laborers. But the demand for it is such that the landowner can well afford to pay the new schedule of wages. When complaints are heard in this country that Mexico is interfering with exports and that the harvester trust may not be able to get twine, that prices of wheat will go up accordingly, etc., it will not be amiss to remember that the Yucatan government has been concerning itself primarily with the interests of the Yucatecos. So long as so much good money is ready to be paid for a product, there is little danger that its exportation will be artificially hindered. (It might be well to remember this also in regard to petroleum.)

A system of school savings banks was inaugurated along with the other school enterprises in Yucatan. An item has just now come under my eye in a daily paper from Mexico City that already these banks have gathered a fund of over \$6,000.

The federal Department of Sanitation, with powers extending throughout the states, is provided for in a bill now before Congress. A very able and modern physician, Dr. J. M. Rodriguez, is in charge of sanitation in Mexico City. His skill is well exhibited in the stamping out of the typhus plague in 1916 and its prevention this past winter. Typhus is endemic in Mexico City and the housing and habits of the people there afford it every facility. Yet for over a year now it has been under control.

Labor Conditions

LABOR conditions in Mexico are so chaotic that no national conspectus of them can pretend to be adequate. To this confusion there are several contributing causes. There is naturally the usual gap between farm labor and industrial labor, with the miners occupying a sort of middle ground. Then, because of climatic conditions, as well as racial and social influences, there is, as between sections, much variation even in the same class of labor. Prior to the revolution there was a decided movement in the direction of organizing the workers—a movement which, though wholly new, was profoundly affecting labor conditions. Most of all, the revolution itself has brought those conditions, along with most affairs Mexican, into a veritable chaos.

In the sphere of labor, however, the confusion is not quite

so confounded as at first it may seem. The Mexican conflict has been largely on social lines. It was the landless man against the big estates (*latifundios*, a much stronger word than we have in English), the peon against the *amo*, the clerk against his employer, the miner against the operator, the poor against the rich. All this, to be sure, merely on broad lines, with no claim to exact definition. For several months after the revolutionary leaders got control of the national territory the states were governed under a sort of compromise between military and civil administration. The governor was a military governor, appointed from headquarters. But in the measure of his tastes, and somewhat of his opportunities, he was busy inaugurating civil administration in the lesser units of his state. The results are distinctly miscellaneous.

The federal legislation in regard to labor, of which some account has already been given in the SURVEY, has been forecast by regulations introduced by executive order in several of the states. The governors have been mostly young generals or civilians, with the daring of youth and the boldness of free hands. A very large proportion of the men who have led and still lead the revolution have risen from the laboring class. Their sympathies with working men are not merely theoretical. It may safely be predicted that they will never take the harsh, antagonistic attitude toward labor organizations, strikes, petitions, claims for injury and the like, which have for hundreds of years marked the employing class in Mexico.

The Old Tyranny

THE autocratic temper of the old government was reflected in the tyrannical attitude of the employer of labor. The peonage system, the forced drafts (*enganches*), the imprisonment for debt, the miserable wage and unsanitary conditions of colonial and dictatorial days, are probably gone forever. The people now in power have no mind to restore such things. They are encouraging organization and the free discussion and assertion of the rights of labor. By the time they shall have given over the control of things to others, the workmen will be so strongly intrenched that they will be able to defend themselves. It may be suspected, by the way, that this passion for belonging to a democratic labor union, where all talk and all vote, will supply one kind of a school of training for the inexpert citizens of Mexico, that they may learn to exercise more worthily their civic privileges and obligations.

There can be no doubt that employers and employes alike are setting themselves seriously to this matter of improving the conditions of labor. While I was in Mexico City the latter part of March, there was in session a congress of railroad men. Most of the railway lines of the country are operated just now by the government. This situation is one of the left-overs of the revolution. Under the auspices of the government, therefore, there had been gathered for consultation and discussion with the officers of the lines representatives of all branches of the service. The acting president, the general manager, the superintendents, train masters, etc., sat down day by day in amiable conference with brakemen, switchmen, train dispatchers, conductors, engine drivers and the rest, concerning their mutual and conflicting interests. The body was a rather large one, of several hundred members. Its doings were reported at length in the daily papers. I was too busy to attend a session, but recall among other things that a vigorous protest came in one day and was published in the press from certain bridge-carpenters out on the line who were dissatisfied with some conclusion agreed to by

their delegates. One of the papers of the city claimed that no such meeting had ever been held before in all the history of railroading throughout the world. Is that correct?

Agricultural Labor

ON THE matter of farm labor I got while in Mexico some interesting and at times amusing side-lights. On the train one day I fell into conversation with a young fellow who had a seat by my side. During a ride of several hours I drew him out on many topics. He told me that he had been engaged in military operations and was on his way to report to his *Jefe*. From others I learned later that he was himself a general, famous throughout the whole country for his reckless daring and the thorough way he had of cleaning up any job assigned to him. He admitted to me that he had had several horses killed under him, and that numerous bullets had traversed various parts of his anatomy (seven in all, I think he said) so that he had been quite often laid up for repairs. "But they haven't got me yet," he added with a grin. The thing he growled about most was that malaria that had got into his veins while campaigning in the hot country after Zapata and which was trying to shake his teeth out with chills and burn him to ashes with fevers.

"Did you have good crops in the region under your command?" I asked.

"We certainly did. But I had to lay the law down to everybody concerned. The *hacendados* did not want to try to raise anything. They said it would only invite robbery. But I told them they had to go ahead, and so they got busy. Then the peons wouldn't work. Said they were going to wait till the government divided up the big *haciendas* and gave them land of their own. I soon settled with them. I told them my soldiers were serving the country in arms and that they had to serve it by raising food, and that the soldiers were right there with their guns to see that they did it. That settled things. The ranch owners did not have as many work animals as they needed, but considering everything we had a fine crop. It was an unusually good season. And I am seeing to it that the grain is protected, too."

There was a look in his eyes as he said this that gave me to understand that it would be rough sailing for the bandits that tried to operate in his district.

"How about the distribution of land?" I inquired. He flashed his fine teeth in a laugh.

"Well, of course, the estates are too big. Something will have to be done. But there is another side. Those Indians don't want to work. Why you know," and his gestures grew eloquent, "all they want is corn for their *tortillas* and plenty of *pulque* to drink. The average Indian would be perfectly happy with a patch of land just big enough to lie down on, and he wouldn't mind if his feet stuck over the edge. He would work maybe one day in the week. The rest of the time he would lie in the sun with his jug of *pulque* by his side."

This rather vivid picture has, no doubt, lineaments of truth. The Indian of the high sierras is fond of *pulque*, and the Indian of the *terra caliente* has his *aquardiente*, made of sugar cane. Drink increases his natural sluggishness and makes the problem of his elevation difficult. My young friend was himself from the frontier, had been, indeed, as I found, mostly brought up north of the Rio Grande. Like most *fronterizos* he found the people of central Mexico slow. His judgments should be qualified accordingly.

It is often rather oracularly asserted that the land question is the secret of Mexico's unrest. This is far from being the whole truth. In a dull way the average poor man of

the country feels that the original dividing up of its territory among a few royal favorites and the perpetuation of these holdings through the centuries have worked to his disadvantage. But he has other grievances more intimate and urgent. It is doubtless true also that the eviction of Indian squatters from their ancestral acres under federal regulations issued during the time of President Diaz has heated many groups of Indians white hot. They were turned out perhaps because some mining or lumber company wanted to extend its holdings, or some landowner wanted to straighten his boundary lines.

But it should be remembered that in the greater part of Mexico farming conditions are such that great holdings are practically inevitable, and that, moreover, a very considerable proportion of the national territory cannot be farmed at all. It lacks water, and always will. Even the pasturage is so scanty that animals need a wide range. Irrigation, in the very nature of the case, calls for either concentration of ownership or for cooperation on a scale that is difficult for inexperienced groups. The more easily available sources of the water supply of Mexico were naturally seized upon from the first by the people with capital. There is room yet for much development, however, and it is probable that the federal government will undertake reclamation projects on a large scale, similar to those of our own government in the

arid west. This will make available for farming large stretches that are now practically worthless and in that way will supply land to the landless without the need of taking it away from its owners.

Industrial workers in manufacturing enterprises are a class that is rapidly increasing in Mexico. They are sure to become more and more numerous, for the manufacturing interests of the country are capable of enormous development. The low wages, cheap raw material and friendly climate should invite manufacturers. It is true that there is a prodigious ferment of organization among the workers just at present, and that the new freedom may result in fantastic demands. But a Mexican strike is not usually so serious a matter as those to which we are accustomed. The Mexican workman, having declared a strike to assert his independence (*independencia* being the dearest of all words to Mexican ears), is forthwith ready to talk terms of settlement and is almost sure to be reasonable about it. He is especially averse to putting up with the inconvenient results of striking. He has little of that grim "win or die" spirit that so often animates the strikers north of the Rio Grande. He understands his strike declaration rather as a basis of negotiation. For one who can speak their language and has gone to the trouble to fathom their psychology Mexican laborers are essentially docile, good-humored and reasonable.

Making War Safe for Childhood

IV. The Nation's Youngest

By Winthrop D. Lane

OF THE SURVEY STAFF

TWO decades have seen great strides in the effort to protect infant life in this country. Scientific research has been accompanied by wide campaigns of education. Mothers have been taught how to care for themselves during pregnancy, and constructive suggestions have been given to them for the proper feeding and treatment of their babies. Nurses, both those publicly and privately supported, have visited mothers in their homes and taught them how to modify milk and how to combat common diseases. "Little mothers' leagues" have been formed to teach young girls the rudiments of infant hygiene. Measures to prevent blindness of babies have been improved, and there has been increased inspection of the city milk supply.

The machinery for accomplishing all this has become highly specialized in some communities. In 1915 all but four of the state boards of health gave special attention to work for infants, while twenty cities had established divisions of child hygiene since New York opened the first in 1908. Three hundred cities of 10,000 population and over were making some public effort in this field, while no fewer than 205 municipal and private agencies maintained 539 infant welfare stations in 142 cities. To all this effort must be added the remarkable spread of "baby week." This is the name given to local campaigns to educate mothers in matters affecting their young children. The idea was inaugurated by Chicago in 1914. By the spring of 1916 "baby week" had spread to 2,100 cities, towns and rural districts where local celebrations of the sort were carried on. The benefit thus afforded mothers, though scattered, has nevertheless been of value in the long run.

Not all of this work is of equal grade. Some of it is unscientific in character and inadequate in amount. The nation as a whole is far from justified in thinking that its effort in this field is sufficient, for many communities still know little or nothing of careful work for the prevention of infant sickness and death. Dr. Cressy L. Wilbur, late vital statistician of the Census Bureau, estimated that 300,000 babies die annually in the United States before reaching the age of one year—yet every one of the five so-called "diseases of childhood," measles, scarlet fever, whooping cough, chickenpox and mumps, is preventable if only the known measures of prevention are taken in time. Fifteen thousand women die each year from causes connected with childbirth; these, too, could in large part be saved.

Dr. Josephine Baker, chief of the division of child hygiene of the New York city Department of Health, declared recently that 160,000 children in New York's public schools were found to be suffering last year from "pronounced under-nourishment"—a condition not likely to be improved by our own entry into the war. We need also to continue our investigations of the causes of disease. In six months 27,000 cases of poliomyelitis occurred in the registration area alone last year and 6,000 of these resulted in death; yet today we know as little as ever about the origin of this disease. No one can calculate, of course, the amount of preventable sickness of all kinds. It is clear enough that contentment in matters of child welfare is unjustified.

England, from almost the first day of the war, has given increased attention to child hygiene. Nevertheless, her death

rate for infants rose perceptibly at first. The rate for England and Wales in 1914 was 105 per thousand, approximately the same as in 1913; in 1915 it rose to 110. This increase led to a still further improvement of health measures, with the result that last year the rate went down to ninety-one, the lowest for any year on record. A cool summer and higher wages generally doubtless contributed to this decline, but the added measures to protect both infancy and maternity played their part. Scotland, which has carried out many of the same measures as England and Wales, showed a similar rise and fall in her deaths of infants, the rates being 111 in 1914, 126 in 1915, and 97 in 1916. The 1916 rate was nine points lower than any previously recorded.

Commenting on these facts, Grace L. Meigs, head of the division of hygiene of the United States Children's Bureau, told an audience of social workers recently that two conflicting tendencies were noticeable in most of the countries at war. One was increased interest in the protection of mothers and babies; this has been accelerated by the lower birth rate and the fear of a rise in infant mortality. The other was a diversion of interest and support from work in behalf of mothers and babies to tasks having an apparently closer connection with winning the war. This is most evident in the belligerent countries farthest from the conflict.

Here lies the warning and lesson for the United States. We are three thousand miles from the fighting; yet unless our wisdom rises superior to some of the indications now at hand, we shall not readily overcome the temptation to drop the unglorious tasks of peace and to expend our patriotic but indiscriminating energy on caring only for those who wear the khaki.

England's concern for her infants has in part taken the form of increased protection for mothers. She has also strengthened the preventive rather than the remedial side of infant welfare work—that is, she has tried to assure intelligent care of a baby by a healthy mother in her own home. Throughout the war the Local Government Board has pursued its avowed purpose of securing systematic supervision by a health visitor of all babies born who need care. The board estimated that to accomplish this one full-time visitor would be required for every 500 births reported annually. In March, 1914, 600 health visitors were employed by local authorities. At the end of 1915 the number had risen to 812 and by 1916 it had become 1,000 full and part-time workers. This assured one visitor for every 800 births a year.

With all this effort and success, Great Britain, however, is not content. Lord Rhondda declared soon after his appointment as president of the Local Government Board that the lives of 1,000 babies could and should be saved each week. Questions of infant welfare are being widely discussed in the press and reports on the physical care of mothers and children are issuing on every hand. As an aid toward the goal set by Lord Rhondda, the board has taken an active interest in a national baby week that was planned for July of this year. An organization formed with the prime minister as president sent suggestions to mayors and medical officers everywhere and it was expected that from 800 to 1,000 local celebrations would be held in the interest of an improved health among infants.

To enable mothers to secure proper care during pregnancy and confinement and to nurse their babies in their own homes is one of the ideals of scientific effort for child welfare. This ideal has not been sought without disturbing interruptions in some of the countries at war. In France a discussion arose over one aspect of it that is likely to become famous in medical annals. A French author-

ity on child nurture, Professor Pinard, precipitated the affray by comparing the results of child care in Paris in the first year of the war with those in the second. The results in the first year were good. A larger percentage of babies born in the city had received their mothers' care, infant mortality among babies remaining in Paris had slightly declined, and the rates of maternal mortality and stillbirths had gone down also. There were other incidental improvements. During the second year, however, results were not so encouraging. Although the infant mortality rate declined again and aid at confinement was supplied to more women than ever, the death rate for children under two years was higher than before the war. Measles and whooping cough were more deadly, the number of babies put out to nurse was greater, more infants were abandoned and more were stillborn.

Pinard believed that these unfavorable results were to be explained only by the entrance of pregnant women and nursing mothers into factories. He therefore proposed restrictive measures. Resolutions presented by him at a meeting of the French Academy of Medicine called upon the government to forbid any woman who was pregnant, nursing her baby or had been confined within six months, to be employed in factory work. Pinard urged, also, that every woman pregnant or nursing a baby less than a year old should receive five francs a day as allowance.

After prolonged debate the resolutions of Pinard were defeated. The academy divided itself into two groups, those favoring with him the abolition of factory work for pregnant and nursing mothers, and those favoring its regulation. In order to increase nursing by mothers, the academy advised that rooms be established in factories and munition works where working mothers could nurse their babies. Evidence was submitted to show that these were difficult to manage, and that they could be conducted only at a high cost, but the academy went on record in favor of them.

Concerning work for infants in Germany, we have no satisfactory accounts since the first months of the war. The indications then were that such work was being generally continued. The experience of New Zealand and Canada is especially interesting to the United States because those countries, like us, are far removed from the scene of the conflict. Dr. Meigs reports that in both there seems to have been no such increased emphasis on the care of maternity and infancy as in the European countries. This work has suffered greatly from the loss of physicians and nurses. While a similar loss has occurred, of course, in all countries, this has been offset in England and France by a greater interest in babies' health by public officials and the people generally.

As a result of her survey of foreign experience, Dr. Meigs submits the following suggestions for this country:

1. That no hasty conclusions be drawn that this war makes immediately indispensable in this country such purely palliative measures as the increase of day nurseries or the supervision of pregnant women working in factories—to which dire necessity has driven certain foreign countries.
2. That the chief preventive measure for protecting babies is to insure their intelligent care and nurture by healthy mothers in their own homes.
3. That the disorganization of infant welfare work through the loss of doctors and nurses especially trained for it, is an imminent danger and should be avoided if this can be done. In view of the greater demand for nurses, every effort should be made to enlist a large number of candidates for hospital training courses.
4. That such preventive work for infant and maternal welfare as is already established should be strengthened and extended.

The withdrawal of nurses and of specialists in children's diseases is seen as a grave danger by members of the American Medical Association also. At its annual meeting in June

the section on children's diseases submitted a report in answer to questions asked by the Council of National Defense. Even in times of peace, said this report, there are not enough pediatricists and nurses trained in the diseases of children to meet the demand; further shortage has already begun to be caused by the war. The report declares that such persons can best serve their country by continuing to give their attention to the problems for which they are best fitted, and offers to furnish the government with a list of pediatricists if desired.

The physicians signing the statement do not tolerate the idea of allowing mothers to be separated from their young children. "We deplore the breaking up of the home," they say, "and recommend that special provision be made to keep the mothers with young children in the home."

Delegates from nearly a score of organizations interested in child welfare met in Washington in June at the request of the Council of National Defense and drew up recommendations for the protection of children in wartime. The conference urged that the council see to it that there be no abatement, but a decided increase in local community effort for maternal and child welfare. In addition to the specific suggestions already put forth in these pages, it recommended that volunteer aids be enlisted to assist public health nurses and other social workers; that mothers of nursing infants be helped by means of mother's pensions or otherwise; that model laws be enacted promptly for the registration of births and deaths and the reporting of preventable diseases in states where such laws do not now exist; that free and systematic circulation be given to accredited literature on maternal, infant and child welfare, that a committee of obstetricians, pediatricians, sanitarians and nurses be appointed to review and standardize such literature for wider distribution, and that the government take the necessary steps to prevent a milk shortage and to end the indiscriminate slaughter of milch cows.

The conference also proposed that the Council of National Defense organize a national committee representative of maternal, infant and child welfare associations to keep in touch during the present emergency with national problems of maternal, infant and child welfare and to advise the council from time to time of the need for remedial action. It suggested, also, that the Council of National Defense, through the several state councils, cooperate with local organizations and establish agencies or designate existing agencies to secure information about the specific needs of each community and to show how such needs can be adequately met.

Most of the work so far described is educational or administrative. It aims to remove one of the chief causes of infant mortality, ignorance. Poverty is the other chief cause, and measures affecting the economic conditions of mothers and their babies are of fundamental importance also. Wages play a most important part, of course, in any scheme of economic provision against the neglect of children. In so far as wages are a phase of the industrial problem they will be treated more at length in future articles in this series.

Here it is only necessary to point out that for some years past wages have not kept pace with the increase in the cost of living in the United States. According to a recent report of the United States Department of Labor the food bill in the average family has grown from \$339 in 1913 to \$426 in 1917. "Despite the average increase of 19 per cent an hour in wages in the last ten years," says the report, "and despite a cut in hours worked of 4 per cent, the rising cost of foods has operated to reduce the pay of the American workingman about 16 per cent, expressed in terms of food his dollar will buy." While food is only one of the necessities entering into a consideration of child welfare, no one can doubt that a

serious situation presents itself also in respect of other commodities and service.

In a few industries wages are bound to be high in wartime. In others not so affected by war conditions, as well as in many commercial employments and professions, wages will need to be appreciably raised if they are to keep pace with the rising cost of living and if child life is not to be allowed to suffer. A study just made by the United States Children's Bureau shows that in Manchester, N. H., the low wages of fathers and the gainful employment of mothers accompanied an excessive death rate among babies in that community, the death rate in the poorest families being more than four times as great as that in the most well-to-do. Clearly here is a place where American generosity and good sense will have to assert itself. Municipalities and the state and federal governments will do well to act as examples to private employers. The nation will have to recognize that only by enabling parents to provide themselves and their children with the essentials of health can the next generation be assured its rightful preparation for work that it will be called upon to perform.

Next to wages, the most important element in any scheme of economic provision for child welfare is perhaps the payment made to the dependent families of soldiers and sailors. This is a virgin field of experiment where, indeed, experience is not lacking, but where our government can adopt such methods as it chooses and where execution can follow close upon desire. Practically every government has declared its belief that some provision for the families of fighting men should be made as a matter of right by the government itself, in recognition of sacrifice borne and service rendered.

In England, where the separation allowance is conditional upon the size of the family, special consideration has been had for children. The government allowance for wives has been increased once since the war began, that for children several times; the age of the beneficiary has been lifted from fourteen to sixteen. Moreover, the amount may be continued up to twenty-one if the child is an apprentice receiving a nominal wage or is attending a secondary or technical school or a university.

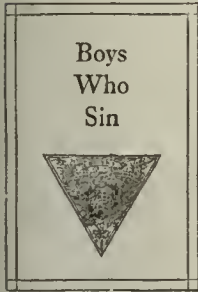
The Treasury Department and the Council of National Defense are at work on plans commissioning Judge Julian W. Mack to draft a system for this country. Appropriately enough, one of the first steps was taken by the Children's Bureau, which has brought out S. H. Wolfe's careful report on compensation to soldiers' families in Canada. At the National Conference of Social Work in May, the opinion of social workers seemed to crystallize in favor of the following elements in any compensation scheme adopted by this country; assigned pay by the soldier to his dependent wife and family; separation allowances by the government, graded to the size of the family; rehabilitation and re-education for disabled soldiers; indemnities against death and total or partial disability, issued on a basis of annuities rather than in lump sums; and, finally, provision for further insurance by and for the men themselves, the premiums to be at ordinary rates and the government to cover the cost of the extraordinary risk of war service.

To protect babies by educating their mothers; to preserve an adequate staff of trained physicians and nurses to look after young children; to see that local, state and national governments do their full duty toward the infants that are later to become citizens, and that they recognize this duty as more important to the national welfare now than ever, and finally to assure all families the means to safeguard the health of their own members fully—these are tasks the war imposes upon every American community.

Books on Education

MENTAL CONFLICTS AND MISCONDUCT

By William Healy. Little, Brown & Co.
330 pp. Price \$2.50; by mail of the SURVEY
\$2.64.



Those of us who have watched the development of the American work in criminology, and especially the share of psychopathology, look upon the past few years as the period of the first fruition of a new movement. It has become possible through a change in the medical attitude towards psychopathological facts. Up to but a few years ago, the physician's idea of the recognition of a morbid condition or of a "diagnosis," was a matter of identification of the particular case with a type of lesion or with a sanctioned clinical entity, something entitled to some definite name; from this identification under a definite concept, of which the facts at hand were but symptoms, the physician could then proceed to make certain deductions with regard to the nature, cause, course, and outcome of the disorder; deductions which usually were deemed impossible from the mere facts as observed by the uninitiated.

A great change has come through a growth of confidence in the facts as they actually can be observed and in our study of them. From a method of excessive confidence in rationalizing and systematizing, we have come to a method of greater confidence in the facts open to trained observation and in the help to be derived from having enough facts, and not merely a central diagnosis. This development conflicts with the limitations cultivated by both legal procedure and medical tradition, but who can deny that this emancipation is or promises to be one of the greatest elements in putting human judgment concerning the management of human affairs on a sound common-sense basis free of dogmatic limitations and yet open to all progress and gains derived by scientific methods?

Healy brought home the need of individual analysis in his first book, *The Individual Delinquent*. In a smaller monograph on *Pathological Lying, Accusation and Swindling*, he treated a specific group of delinquents, and in this latest book, *Mental Conflicts and Misconduct*, he takes up the working of some special factors accounting for "a distinct inner urge towards misdoing," an untoward drive of something in the concealed mental life, as a reaction to certain prior experiences, as the outcome of mental conflict. Seventy-three and seventy-four such cases, respectively, were found in a first and a second thousand of juvenile recidivists, presenting every kind of juvenile misconduct, from general troublesomeness to vagrancy, stealing, violence, cruelty, injury of self or others, not to speak of pettier unpleasant attitudes and dissatisfactions. Conflicts accompanied by obsessive imagery, conflicts causing impelling ideas, criminal careers developed from conflicts, cases readily analyzed, difficult cases, conflicts arising from sex experiences, and conflicts arising from secret sex knowledge; conflicts concerning parentage or other matters, conflicts in abnormal mental types, conflicts resulting in stealing, conflicts

resulting in running away, and conflicts resulting in other delinquencies—these are the chapter headings for the types of cases presented; and in three introductory chapters and in the chapter on Conclusions, the author gives his general principles, applications, methods and conceptions.

The forty cases are very simply and attractively described and give a picture of an almost uniform pattern bringing home the havoc played in the child's mind by the lottery of naïveté and partial information on sex topics to which the child is exposed in a world with hardly any remedy except repression and ignoring, or punishment, or whitewash. In contrast to the very direct and perhaps over-simple account of records, the general discussion goes at length into a fairly orthodox though somewhat simplified rendering of the Freudian system of interpretations, general principles, applications and methods, with many interesting and helpful discussions, with much evidence of sound experience. The last chapter, Conclusions, is unfortunately little more than an enumeration of the tests developed by the psychometric work and a statement of their relative inadequacy in getting at the dynamics of these cases, the very relative rôle of various environmental factors, institutional life, etc., each dealt with in a very brief paragraph. The demonstration of the nature and actual rôle of the conflict and of the methods of dealing with it is not always brought up to the standard of what one might expect from the theoretical discussion.

The perusal of the case records makes one feel that in the main, one's common-sense reasoning and ordinary human sympathy and experience are the safest helps in the consideration of the facts and in the efforts at adjustment. No specially technical inquiries mark the analyses, and sometimes one is somewhat surprised by the freedom of generalization along lines in which the hard-headed practical penologist might easily feel censured and yet but little helped or comforted. The handling of these cases will always call for some compromises, and the question is how can we make all the special provisions and compromises free from the reproach that more is asked for by the reformer than the case warrants through its ultimate value as a member of the community.

Mack, Case 7, is one of the most interesting failures, according to Healy, "a career very largely a product of social blunderings. His life in institutions totals about fourteen years. And yet Mack is anything but a vicious character; he is intelligent and capable; he has never stolen to the value of more than thirty-five dollars at any one

time; he has for considerable periods held to some good ideals, and in several ways he has proved himself particularly decent. . . . He had never tried to think out his career as an entirety. He shows this by his early statements to us that nobody had taught him to steal and that some of his thieving was not connected with sex affairs, when on later analysis it proved to be. . . . From the first appearance of his delinquencies he was certainly not an institutional case, or at least should not have gone to any institution which accepts boys without special study of their qualities. His conflict at that time could have been readily recognized, and there is no reason whatever why he should not have succeeded, with personal help, in overcoming his tendencies. . . . To continue to commit him so many times to institutions without consideration of the fact of previous failure, or even of deterioration, through institutional treatment was, of course, nothing short of stupidity. The supervision and vocational placing through parole agencies was likewise notably unadapted to his needs and even contrary to advice which we then had the chance to give. Clearly it was unwise ever to have allowed Mack to work where he handled articles which might tempt to steal, or where he was frequently thrown in association with girls. He just as well might have worked at a trade with men, or in the country on a farm, where he would have earlier gained the physical vigor that he lacked.

Many of the cases show the stupendous blunderings of our crude and impulsive methods of dealing with these life problems. The actual study of the cases presented in the book deals largely with such palpable problems, which, once noted, would certainly call for some type or another of direct remedial effort in the protection of the victims and in constructive treatment. But that does not mean that the removal of the "conflict" would clearly be all that is wanted, nor is it made plain that in the successes and failures the conflicts played always the decisive rôle or were the points on which the essential work was done. One feels that a full discussion of trials and a careful study of the reasons of the successes and the failures would have offered a great experience and a greater stimulation and corrective to the skeptic and to the over-sentimental and over-hopeful, than the oft-repeated accounts of "mental mechanisms," discussed in the theoretical part and far less easily intelligible and less easily turned to practical use. With such a discussion of the successes and failures, Healy would probably tend to do better justice to factors other than the "mental mechanisms," such as the heredity, family-type, the constitutional make-up of the delinquent apart from the "conflicts," and the organization of schools and corrective institutions.

A reading of the accounts of both the successfully treated cases and the failures cannot fail to give one the impression that the offenders capable of inner conflicts present a type worthy of special consideration, even if the rôle of the conflict as such may remain somewhat problematic at times.

The main return from a perusal of this book is the human sympathy and constructive attitude, the feeling of the kinship and similarity of all human nature and the need of intelligent, individualizing study for determining factors and motives and the experiences or complexes back of them. One gains an insight into the existence of conflicts and chances for remedial attack in wholesome contrast to the doctrine of degeneracy and hard-hearted, one-sided clamor for the sequestration of those who are caught by the agencies of justice.

Dr. Healy, like so many of us, has been thrown into a huge, relatively unorganized field with boundless opportunities, but also boundless demands and not enough resting-

THE BOOKS

- CADY: *The Way Life Begins*
HEALY: *Mental Conflicts and Misconduct*
LOCK: *Variation, Heredity and Evolution*
McMANIS: *Study and Behavior of an Individual Child*
MORGAN: *Critique of the Theory of Evolution*
PATRI: *A Schoolmaster of the Great City*
PEARSON: *The Vitalized School*
TERMAN: *Measurement of Intelligence*

points where a survey might have been taken, serving a general orientation and for renewed attacks upon more specific questions. Hence the flight into a rehearsal of Freudian formulations in the general chapters, whereas the records of the cases keep the same level of preliminary survey and good enough work, considering the circumstances. It is greatly to be hoped that in his new field he may be granted a free hand, with work on the general frame and on special questions more satisfactorily distributed.

I am a strong believer in the case method. But we must not get swamped by the average run of facts with their mediocrity; we must reach the point where an average standard is attained and used as a starting-point for specific things and no longer an aim in itself.

The next thing then would be the record of intensive study of a small group of cases and then the sifting of the new and old material with the question as to what can be incorporated in the routine work and in the summary of scientific principles as the result of the work done.

The book is written in a very readable style. The profusion of cases gives one a chance to saturate oneself with the magnitude and concrete variety and strong appeal of the problem. With a progression towards cases with more specific solutions and more specific methods, we shall at last be led to the period of intensive investigation and research which, I hope, the new sphere of work will open up to Dr. Healy.

ADOLPH MEYER.

THE VITALIZED SCHOOL

By Francis B. Pearson. The Macmillan Company. 335 pp. Price \$1.25; by mail of the SURVEY \$1.37.



Perhaps the most striking thing about this book is that it was written by a state superintendent of public instruction. One cannot read it without wondering what it must be like to teach school in Ohio and to come into contact with an executive who finds joy in writing a whole book on the poetry, the

art and the ethical obligations not merely of "being a school-teacher," but of really "teaching school."

The reader will find here no Flexnerized curriculum or recommended recipes for vitalizing education. He will find instead a series of short treatises, aiming to be both practical and inspirational, on teaching as related to life: on "the teacher," "the child," "democracy," "the artist teacher," "the socialized recitation," "the school and the community," "a sense of humor," "poetry and life," "examinations," etc. There is much that teachers, and other people, too, will do well to ponder. Such, for example, are the passages on hospitals for abnormal and sub-normal children and eleemosynary institutions generally, which in one state, says Mr. Pearson, cost more than all the school facilities for the normal. "The title of education will be cloudy," he adds, "until such time as these institutions have become a thing of the past."

The book suffers somewhat from its sustained effort to treat broad, elusive, "inspirational" subjects and relationships as if they were matter for exact exposition and could be stated as facts to be acquired rather than feelings to be aroused. Perhaps (though we doubt it) this is suited to the intended audience. Then, too, Mr. Pearson makes a bad guess occasionally in his illustrations: such as when he quotes a statement that the first purpose of the schools at Gary is to make efficient workers for the mills, and

again when he intimates that somebody at some time may have been taught to "aspire" by reading Longfellow's poem, *Excelsior!*

In general, the book is an attempt to bring together some of the fundamental modern implications of teaching in a way that will induce teachers to incorporate them into the practice of their profession. The "vitalized school," according to Mr. Pearson, is nothing but a school with a vitalized teacher in charge. It may be a school of one room in a village or of forty rooms in a city. Its work "cannot be standardized until life itself is standardized, and that is neither possible nor desirable." It is a school in which the teacher's work "is to open the gates of life for the pupils."

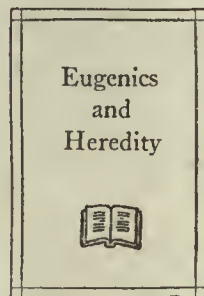
W. D. L.

RECENT PROGRESS IN THE STUDY OF VARIATION, HEREDITY AND EVOLUTION

By Robert Heath Lock. E. P. Dutton & Co. xxiv, 366 pp. Price \$2.00; by mail of the SURVEY \$2.14.

A CRITIQUE OF THE THEORY OF EVOLUTION

By Thomas Hunt Morgan. Princeton University Press. x, 197 pp. Price \$1.50; by mail of the SURVEY \$1.60.



These two books, concerned with the same general problems, command the attention of all careful students in the field of the biological and social sciences because of their high standards of scholarship and because of the sound scientific background they afford for the consideration of the problems of human evolution.

The author of the first book, lately deceased, was fitted for his undertaking by years of research work in the Royal Botanic Gardens in Ceylon as well as in England. The book, which first appeared in 1906, was among the first to survey the new experimental knowledge of variation and heredity, and it has not been superseded by any other, in the knowledge of the reviewer, in extent of treatment as well as in scholarship. Taking for its main topic the nature and method of origin of existing differences between species, the book sketches first the earlier theories of evolution and then emphasizes the recent experimental observations on variation and inheritance including first, biometry, or the statistical study of variation; second, direct observations of the origin of species by the discontinuous method (the observations of de Vries and others); and, third, the results of experimental observations on heredity by the methods of scientific breeding (the method of Mendel and others).

The results of the last method are shown to have completely revolutionized biological science, emphasizing the fact that the individual can no longer be considered as a unit, but as a mosaic of independent unit characters, each inherited separately and with marked definiteness. Mendel's discovery seems to afford the connecting link between the various divergent branches or problems of evolution, leading possibly to the conclusion that a large part, if not the whole of evolution may have taken place by the method of discontinuous variations. A chapter on Eugenics seems to the reviewer the weakest part of the book, possibly because the author here stepped out of his chosen field and makes dogmatic statements concerning facts which he has not specially studied and which in the opinion of the reviewer are by no means yet well-established.

The second book, by the well-known professor of experimental zoology in Columbia University, consists of a series of four lectures criticizing the older and appreciating

the newer evidence for evolution. Mendel's discovery is ranked as of first importance, as in Professor Lock's book, and beautiful illustrations accompany clear explanations of the experimental work done in this field. Evidence from recent experimentation is given to show that the mechanism of cell formation and development harmonizes with the theory of Mendelian heredity. Further recent experimental evidence is cited to throw light on the influence of natural selection in bringing about evolution and it is shown that we do not know the cause of mutations giving rise to new characters. Evolution has taken place by the incorporation into the race of those mutations beneficial to the life and reproduction of the organism.

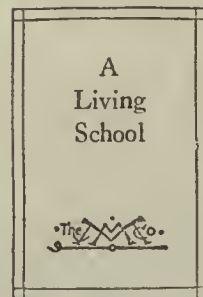
The social scientist may gain much from a careful study of these two books. In the first place, the method of work, the painstaking scientific thoroughness and the lack of dogma or haste in reaching conclusions (except in the one instance cited), is one that must be imitated by all students of society before they can take their place among scientific leaders. Years of research and investigation are certainly as necessary in the study of human society as in the field of plant and animal life and great harm can be done by those who advocate reforms based on insufficient study, whereas much is to be gained by harmonizing our efforts at human improvement with the real needs and possibilities of human evolution. Differ as we may with the author of the first volume in his discussion of eugenics, we can carry over from the rest of his book much that is valuable, and the second book yields an equal or greater return.

The emphasis both place on the value of the Mendelian law applies in the field of the social sciences as well as in the biological sciences, for as regards feeble-mindedness at least it has greatly influenced our thinking and our programs. Further sound scientific evidence as to the influence of the Mendelian law and other methods of inheritance on human progress is yet to be worked out; when such knowledge comes, it may throw light on many problems eluding us today. May such books as the above stimulate truly thorough work in the field of social investigation as well as give perspective to many who are working with the more immediate problems of social treatment.

AMEY EATON WATSON.

A SCHOOLMASTER OF THE GREAT CITY

By Angelo Patri. The Macmillan Company. 221 pp. Price \$1.25; by mail of the SURVEY \$1.35.



One of the chief hopes of American public education is that the administrative personnel, principals and teachers, shall acquire a professional dignity and competence that will relieve the somewhat forlorn social and pecuniary status into which we have allowed the men and women of our educational system to sink. It is sometimes said that when teachers are worth more they will be paid more and will be more highly respected. Perhaps it is true rather that if they were paid more they would make the school more vital. Somehow the instinct of workmanship must be gotten generally into the teaching profession, this instinct which brings a disgust with routine, with verbalism, with mass-teaching, and those other evils of a congested and mechanical school system. Education is a practical, even a fine art, rather than a science. It works upon the most sensitive and complex raw material in the world, the human personality, and the

educational craftsmen and artists have therefore to be of a more skillful and subtle caliber than any other craft demands.

There is no book that will more aid such an end than this charming and intimate record of a schoolmaster's life in the teeming public schools of New York city. Angelo Patri came out of Little Italy. He knows from his own experience the life that is behind the children who throng the city schools. There was no one better fitted than he to know how much the congested city home needed the ministrations of the school, and how effectively the school could spread out its functions until it touches and stimulates the home. Mr. Patri's school, P. S. 45, in New York city, has been known to everyone as one of the most successful results of the Gary experiment there, but few of us knew the life of the principal to whose philosophy and skill those results have been due. P. S. 45 was not any quick magic of a new idea. It was the product of Mr. Patri's slow working out in his classroom teaching and in his direction of large schools the relation of school to neighborhood, the permeation of the neighborhood by the school. The Wirt idea was easy to apply because Mr. Patri had been working along the same lines. The extension of the city school is one of those fertile ideas that leaders with a love of the people and a sense of children's needs devise independently of each other. Coming together, they find they have the same spirit and have invented separately the same technique. The conjunction of Mr. Wirt and Mr. Patri has produced one of the most interesting and vitalizing city schools in the country.

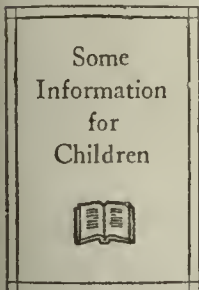
This book tells the story of Mr. Patri's own education in learning what a school should be. He tells it in little homely incidents of the life of a teacher and principal. There is no theorizing or dogmatizing. You see the children and the mothers and the homes with his own eyes. You unravel the snarls and tangles with him. You marvel that the despised craft of teaching could be so dramatic, could call for such skill and talent. It is an artist who has seen the possibilities of this raw human material he works with. It is a man with a vision. Mr. Patri makes the technique of running a school seem like the most fascinating and complex of modern enterprises. It involves generalship, quick resourcefulness, human sympathy, a workmanlike use of materials to create personality and effectiveness in the child.

Schoolmasters like Mr. Patri would make teaching the most important of professions, and education the finest of the arts.

RANDOLPH BURNE.

THE WAY LIFE BEGINS

By Bertha C. Cady and Vernon M. Cady. American Social Hygiene Association. 78 pp. Price, \$1.00; by mail of SURVEY, \$1.07.



The "conspiracy of silence" on the subject of the sex function, of which young people in this country, not to mention others, have been the victims, has, for good or ill, come to an end. It is no longer "respectable" to be ignorant on the subject. It may even be doubted whether the tendency at present

is not to go too far in the opposite direction; to overdo candor; to over-stimulate attention to this matter; tolerating a hectic chatter on the subject which tends to take it out of its place and proportion even as did the former reticence. If I have to choose, I prefer the publicity; but a middle ground is perfectly attainable. There is no more reason for overstrained attention to this function and

relationship than to the other physiological matters about which we try to be intelligent.

It may be, indeed, that it would be better if young people could be kept in ignorance about the whole subject of sex until some "right time"—whenever that may be!—but the fact is that, however desirable such a course, it cannot be done. It is not a question of *whether* boys and girls shall know the essentials of the sex function; nor of *when*; but of *who shall tell them, and how?* You cannot keep it from them. If your boy is ten years old, the chances are ten to one that already he has learned in the gutter what you have not had the wisdom or the nerve to tell him.

To this many parents will answer, "I am willing and eager, but I do not know, what to tell, or how to tell it. I am a mother, or a father, but my ignorance is abysmal; I know hardly more than my child. How shall I go about it? Where is the information to be obtained?"

In *The Way Life Begins*, Mr. and Mrs. Cady have gone far to meet this need. Their small book, not unduly technical in phraseology, yet scientifically accurate and dependable, sets forth what most parents and teachers who have this problem to meet need most to know. The authors speak especially to parents and teachers, and seek to meet the need of a statement of the fundamental facts concerning the reproduction of living forms; of an interpretation of these facts in terms of human interest and well-being, and of a standpoint in this service which shall not be merely material. They have succeeded admirably. The tone is sweet and constructive—spiritual, in the finest sense of the word, without the pseudo-religious mush and gush which make most such books sickening.

In some days this essay could be made even more effective; but it is so very practical and clean and on the whole satisfying that one is pretty well justified in saying that while it is not the only useful and commendable book in its field, it is beyond any question the best.

JOHN PALMER GAVIT.

THE STUDY AND BEHAVIOR OF AN INDIVIDUAL CHILD

By John T. McManis. Warwick & York, Inc. 54 pp. Price, \$.75; by mail of the SURVEY, \$.80.

Although *The Study of the Behavior of an Individual Child*, by John T. McManis, is but 54 pages in length, yet it contains a great deal that is worth while. This little book is what it claims to be, namely, a "syllabus," the object of which is to suggest lines of study for persons who are not expert investigators but who are to become teachers of the young. It contains fifteen chapters, each beginning with a brief statement of the topic which the chapter covers. Then follows a list of questions or headings intended to direct the observation of the student of the individual child. Each chapter offers a list of suggestive reading which, if put together, forms quite a good bibliography. The topics have been well selected and the most significant points under each are enumerated.

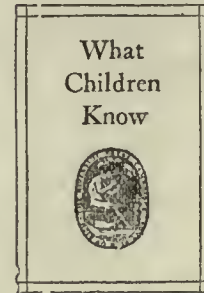
Of course, in a book of this kind little or nothing is offered on the constructive side. The author does not claim to give either advice or aid in the treatment of the child. Indeed, he wisely recommends that where conditions are found to be exceptional the expert should be consulted.

Data which might be collected on a basis of the suggestions made in this syllabus would be valuable and scientific directly in proportion to the ability of the observer. Nothing is presented to the reader except an outline of points to be noted, and the accuracy of the data depends almost altogether on the judgment of the person who is studying the child. For a thoughtful, careful student these outlines should prove suggestive and helpful.

AUGUSTA F. BRONNER, M.D.

MEASUREMENT OF INTELLIGENCE

By Lewis M. Terman. Houghton, Mifflin Company. 362 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.



This book reports the extension and revision of the Binet-Simon tests. It is an important and far-reaching contribution to the subjects of mental measurements and their sociological and educational bearings.

Part I includes a description of the Binet-Simon scale; outlines its limitations; indicates the need for its extension and revision, and for a clearer and more detailed account of the method of procedure and scoring; and it explains the Stanford revision. The records of 1,000 unselected school children, tested by Terman and his associates, are analyzed. The bearing of the results upon problems of vocational guidance, juvenile delinquency, grading of pupils, promotional schemes, retardation and the proper handling not only of the defective but of the superior child, is convincingly set forth. The scale has undoubtedly been made more serviceable by this revision as an instrument for measuring intelligence especially below the mental age of seven and above the mental age of twelve, where the earlier scales were least adequate.

Terman finds, as did Goddard, that not far from 2 per cent of the children enrolled in public schools must be looked upon as "real defectives." An almost equal number are of "very superior intellectual ability." The problem of retardation he finds to be exactly the reverse of what it is commonly thought to be. It is the bright children who are retarded and the dull who are accelerated. The latter are overestimated by their teacher and are in grades beyond their capacity; while the capacity of the bright children is underestimated and the large majority are in grades below their intellectual level. The harmful results of this "educational lockstep" are pointed out, and it is urged that teachers be better trained to recognize superior ability, and that children, when discovered, be promptly promoted, partly to save their time but chiefly to avoid the grave risk now being run, that they fall into life-long habits of sub-maximum efficiency.

Data gathered hold much of interest concerning the physical condition of the superior child and pile up evidence that such children will thrive under rapid promotion.

Part II, a "complete guide to the scale," provides the most careful instruction for the procedure and scoring of tests. It insures the greatest possible uniformity of method and overcomes the lack of adequately detailed guides. The book is exceptionally well written and in so clear and untechnical a manner that not merely the psychologist but the rank and file of student, teacher, social worker, lawyer, nurse and physician will find it decidedly interesting. The book may with profit be used as textbook in schools of philanthropy, of training for public health nursing, in normal schools and colleges.

Nevertheless, though his book is written in a popular manner to further a more general understanding of the scale and so secure its wider usefulness, Terman is very explicit that "the use of the scale for research purposes and for accurate diagnosis will of necessity be restricted to those who have had intensive training in experimental psychology." His own book is excellent testimony to the wisdom of securing expert testing and interpretation of results.

JEAN G. WEIDENSALL.

RED CROSS POLICY

THE control of policy and, therefore, the responsibility for the usefulness of the American Red Cross now rests upon what is known as the War Council—a body of financiers; of men experienced in the direction of large business affairs. The spirit and methods of this War Council are a fair subject of public discussion. It is appropriate to recall that the creation of the War Council is only the latest—probably not the last—of a series of radical changes which have marked the thirty-five years of the history of the Red Cross in this country. Prior to the recent financial *coup d'état*, the most important of these was the revolution of 1905, as a result of which Clara Barton was eliminated and ex-President Taft, then secretary of war, and Mabel T. Boardman became respectively chief official sponsor and animating spirit.

During the next decade the Red Cross occupied itself largely with emergency relief in disasters. Of these there were many, great and small, at home and abroad. There was much to do in a neglected field, and it was done with energy and with constantly increasing public appreciation and confidence. The military and medical functions were not subordinated. On the contrary they were emphasized. A nursing service was organized and first-aid instruction was provided. The annual sale of Christmas seals was a model publicity campaign for health. The international character of the organization was scrupulously maintained. Nevertheless those aspects of the Red Cross which are associated with relief and rehabilitation became more and more familiar as earthquake and fire, shipwreck and mine explosion, flood and famine continually brought before the nation the necessity for prompt and generous relief for those who suffer from such calamities. An institutional membership was established, largely on the initiative of Robert W. de Forest, vice-president of the Red Cross, as a convenient means of insuring a supply of experienced social workers to do the actual work of relief and rehabilitation as occasion required.

In 1914 the Red Cross would have been well prepared for any such responsibility as had been encountered in the previous nine years. For the disaster which actually occurred—the European war—it was wholly unprepared. Organization and material resources were naturally lacking, but, what was far more serious, the Red Cross had no program of action which would give a clear and authoritative lead to public opinion. The decision not to undertake any relief work for civilian non-combatants made inevitable the starting of numerous special relief funds. At first the Red Cross attempted to furnish doctors and nurses and supplies to belligerents on both sides. Later it became impossible to send supplies directly to Germany, but long before this the medical units had been withdrawn with much resulting embarrassment to any other Red Cross activities in the countries to which they had been sent. Heroic work was done by some of these doctors and nurses and large quantities of supplies were sent which certainly saved lives and mitigated suffering.

A dispassionate review, however, of the three years must leave some feeling of disappointment in the mind of patriotic Americans who would like to think of the Red Cross as the symbol of the humanity of the nation, of the part which the neutral American people would play in lessening the unnecessary suffering and distress, the unintended horrors incident to but not an absolutely unavoidable part of a state of war. As compared with what might have been done under the banner of neutrality and humanity, in Belgium and Poland, in Galicia and Armenia, for prisoners of war, for

SOCIAL FORCE

widows and orphans, as well as for sick and wounded soldiers, it must be admitted that America has played somewhat less than a heroic part. The multiplicity of war relief agencies with which the Red Cross is now trying to cope might not have come into being if the Red Cross had decided earlier on its present rôle, if its appeals had been based on thorough investigation abroad, if it had had a broader program and had demanded resources for carrying it out.

The justification for the War Council and the present attempt to unify war relief is not in our having entered the war. The prevention of tuberculosis and the rehabilitation of villages, a legitimate task of American philanthropy now, have been so in fact for the past three years. Not perhaps a war council but a neutral humanitarian council should have been raising these huge sums and spending them. If in spite of war loans and taxes it can be done now, the presumption is strong that it could have been done as soon as the need became known—certainly more than two years ago.

That, however, like the decade before the war, is a closed chapter. What concerns us now is the present and the future.

The War Council is obviously at a disadvantage as a legislative and judicial body in not being in any broad sense representative. It is called upon to perform legislative and even judicial functions. It is formulating policies and deciding how and through what channels funds shall be applied. It is asking the public for very large sums in advance of such formulations and decisions, or at least in advance of public knowledge as to what they are or are to be. The public has responded with a general vote of confidence; but if the war continues that vote will have to be renewed another year. The demand will be for even greater sums and the response will depend not on the standing and ability of the members of the War Council but on the policies they have adopted and the measures they are putting into operation. In anticipation of these future demands the Red Cross should frankly take the public into confidence as rapidly as tentative plans are approved and such plans should not be finally adopted by the council until many persons whose experience in life may be quite different from their own—doctors, nurses, teachers, workingmen and women, closet philosophers and men of affairs—small affairs as well as large affairs—have had their say about them. Friendly criticism in advance may prevent very unfriendly but just complaint after it is too late. It might be still better if the Red Cross had a representative consulting body in which policies and measures could be proposed and discussed in advance both of appropriations and appeals.

The name War Council may unconsciously mislead even its own members. It is, of course, not a war council but a committee or a commission to devise and carry on extensive relief operations. Cooperation rather than control is the starting point of its relations with other relief agencies. Because of its official backing and its own large contribution to the common cause, the Red Cross should have little difficulty in securing cooperation if it is made apparent that this rather than domination is its genuine desire. If at the start an impression to the contrary has been made this is to be put down to inexperience on the one side and sensitiveness on the other.

in WAR TIME

By Edward T. Devine

The irritation and indignation shown by such veterans of war relief as Dr. Morton Prince and Mrs. Gertrude Atherton are excusable and natural. Mr. Coffin, the new chairman of the committee on cooperation, will have need for all his tact and skill in conciliation. He will surely succeed in removing all grounds for just complaint as the underlying sincerity and good will of those interested on both sides become apparent.

Possibly too much has been said about the unpaid full time to be given by various gentlemen recently called to important positions in the Red Cross. Such contributions are, of course, entitled to generous recognition. It would be unfortunate, however, to create the impression that the important positions, the great opportunities for most conspicuous service, are to be available only to those whose independent means enable them to work without salary. Mr. Hoover without salary and General Pershing with salary will be judged by the same scale. We do not want to repeat in the American Red Cross the conditions of the British Army when commissions had to be purchased or the British Parliament before members were paid—brilliant as the services of some of those officers and statesmen were. The Red Cross should be made and kept democratic. Its policies should be settled after public discussion and deliberation. Its higher ranks should be kept open for those who have shown preeminent fitness.

The War Council is composed of men of conspicuous administrative ability, as is proper; for it is primarily an executive and administrative agency. It has done brilliantly what it first undertook to do—raised a very large sum of money in a remarkably short time. It has shown courage, disinterested zeal and breadth of purpose. It has sought expert advice and has not hesitated to scrap what it considered antiquated machinery of organization. It is a magnificent experiment, with the real test, of course, still to come.

American generosity will be taxed far beyond any previous experience. People of moderate means will have to be reached and encouraged to give until they feel it. Whatever the peace terms may be, the waste places of the earth will not be restored through the device of war indemnities. The suffering caused by the war is like that of fire and flood, of the wreckage of all the ships that ever sailed the sea, of explosions in all the mines that ever were dug, of earthquakes and famine beyond human imagination. The Red Cross, while the war lasts, must bind the allied nations in affectionate and sympathetic bonds, sharing one another's burdens; and thus prepare for the better but harder time after the war when its symbol, lifted high above all divisions and enmities, may once more in the fulness of meaning stand for healing, for restoration, for rehabilitation: for neutrality and humanity.

THE WAR PROGRAM OF EDUCATION

A FINE example of the kind of "standing at attention" which we were advocating a month ago is supplied by the United States Bureau of Education. In a series of bulletins Commissioner Claxton has promulgated a philosophy and a program for the vast educational forces of the country, from state superintendent to Montessori baby, which is a summons to high patriotic service.

Schools and other agencies of education must be maintained at whatever necessary cost and against all hurtful interference with their regular work except as may be necessary for the national defense, which is, of course, our immediate task and must be kept constantly in mind and have right of way everywhere and at all times.

If the war should be long and severe, there will be great need in its later days for many young men and women of scientific knowledge, training, and skill; and it may then be much more difficult than it is now to support our schools, to spare our children and youth from other service and to permit them to attend school.

Therefore, no school should close its doors now or shorten its term unnecessarily.

All young men and women in college should remain and use their time to the very best advantage, except such as may find it necessary to leave for immediate profitable employment in some productive occupation or for the acceptance of some position in some branch of the military service, which position can not be so well filled by anyone else.

All children in the elementary schools and as nearly as possible all high-school pupils should remain in school through the entire session.

England, France, Italy, and the central Empires have thrown into battle a very large per cent of their educated and trained men, including most of the young professors and instructors in their universities, colleges, gymnasium, lycées, and public schools.

Their colleges and universities are almost empty. The young men who would, under normal conditions, be receiving the education and training necessary to prepare them for leadership in the future development of these countries are fighting and dying in the trenches.

All these countries must needs go through a long period of reconstruction, industrially and in many other respects.

Our own trained men and women should be able and ready to render every possible assistance.

Therefore, a right conception of patriotism should induce all students who can not render some immediate service of great value to remain in college, concentrate their energies on their college work, and thus be all the more ready and fit when their services may be needed either for war or for the important work of reconstruction and development in our own and other countries when the war shall have ended.

This advice is reinforced by President Wilson in an open letter of July 20 to Secretary Lane, in which he urges that colleges and technical schools "maintain their courses as far as possible on the usual basis," and that as many as possible of the boys and girls leaving high school should continue their education.

A distinction is made between true and false economy in administration, and the proper place for productive work by school children is stated in a discriminating paragraph.

The salaries of teachers should not be lowered in this time of unusual high cost of living. When possible, salaries should be increased in proportion to the services rendered. Since the people will be taxed heavily by the Federal Government for the payment of the expenses of the war, teachers should be willing to continue to do their work, and do it as well as they can, as a patriotic service, even if their salaries can not now be increased.

All equipment necessary for the best use of the time of teachers and students should be provided, as should all necessary increase of room, but costly building should not be undertaken now while the prices of building material are excessively high and while there are urgent and unfilled demands for labor in industries pertaining directly and immediately to the national defense.

During school hours and out of school, on mornings, afternoons, Saturdays, and during vacation, all older children and youth should be encouraged and directed to do as much useful productive work as they can without interfering with their more important school duties. This productive work should be so directed as to give it the highest possible value, both economically and educationally.

The importance of increased attention to certain "social" features of the public schools is urged.

For children and youth in schools of all grades there will be need of more effective moral training, and provision should be made for this.

While the war for the safety of democracy is in progress and when it is over, there will be greater need for effective machinery for the promotion of intelligent discussion.

To this end every schoolhouse should be made a community center and civic forum with frequent meetings for the discussion of matters of public interest and for social intercourse.

(Continued on page 430)

COMMON WELFARE



"KEEP COMING," THE POLIO SLOGAN THIS YEAR

THIS is the time to keep coming," says every dispensary caring for the little survivors of the epidemic of infantile paralysis. And it is the time which Mrs. Munro foretold, writing to the SURVEY of February 3, this year, when the mother whose child is well now, save for his weakened muscles, wonders "whether it is worth while to force this helpless being to do such a distasteful task day after day, and year after year, when he might be made a happy, comfortable invalid." The exercises have lost their novelty; progress is very slow; the child is hot and tired; why not give it up? There are so many things that a cripple can do these days.

As the nurses see it, the epidemic itself was almost easier to combat than this subtle, overwhelming discouragement. "No soldier is more deserving of honorable mention for his work in the trenches," says Dr. Donald Baxter, of the New York Committee for the After-care of Infantile Paralysis, "than are the nurses who are steadfastly meeting the insidious onslaught of that implacable foe, Discouragement."

"Several months ago," continues Dr. Baxter, "the mother of a little Manhattan boy became discouraged because she could see but little improvement in the condition of her child and refused to continue the clinical treatment. At that time the little fellow could not walk, but had to be constantly kept on an iron frame. Through the united efforts of the nursing associations and the members of the hospital staff, this child was placed in a large institution where regular attention was assured and, as a result, he is nearly well. He is now not only able to walk, but has been returned to his home and mother and is now regularly transported to the clinic in one of the many big ambulances used only for after-care work."

And from all along the line comes proof that just this unwavering, persistent muscle-training is keeping little children from the loss of control over their limbs and providing instead for their full vigor when the training time has passed. In Greater New York alone

fully fifty hospitals are giving nearly 3,000 such treatments every month. With the cooperation of nursing associations in educating mothers for this care of their children at home, fully 25,000 treatments are being given monthly. Of the 7,600 children that have come to the After-care Committee, already 1,052 have been discharged as cured.

The danger of another epidemic is apparently passed, and poliomyelitis seems to be fulfilling the prophecy of those who said that it would smolder along this year, using up the remaining material rather than break out into another conflagration. The outburst threatened in West Virginia, a few months ago, has subsided. One focus in Vermont that became active for a time has quieted down again, only eighteen cases being reported as late as July 14. From twenty-five states all over the country reports range from two to thirteen cases, only Ohio, Pennsylvania and Virginia exceeding this number. In New York city, at the week which saw fifty-six cases last year, only nine were found this year. Meantime the strictest watch is being kept that none of even the sporadic cases shall later prove a focus of spreading infection.

UNDERGRADUATES INTRODUCED TO SOCIAL WORK

THE New York Charity Organization Society has just completed a novel educational campaign. During the four weeks ending August 4 the society entertained as its guests undergraduates from eight different institutions in the Middle and New England States.

These students spent three days a week as volunteers working under the direction of the society's district visitors; two days a week they devoted to the inspection of institutions engaged in various forms of social work, and one day a week to lectures and discussions.

The students have all been leaders in the undergraduate life of their respective colleges and are of the class

of 1918. It is the hope of the society that they will, therefore, be able to take back this year to their fellow-students something of what they have learned during their stay in New York. Social agencies have frequently conducted summer institutes of various kinds for college graduates; this is said to be the first time that a vacation course of work and instruction has been carried out for undergraduates.

The students stayed at Hartley House and Union Settlement. The colleges represented were Bryn Mawr, Mount Holyoke, Smith, Vassar, Wellesley, Wells, Amherst and Haverford.

PAN-AMERICAN LABOR FEDERATION

ARRIVAL in Washington of Edmundo E. Martinez, representing the Confederation of Workers' Syndicates of the Mexican Republic, and announcement of the selection of Antonio Correa as delegate from Cuba, and of Gardenio Gonzales as delegate from the Great Federation of Labor of Chile, to become resident members at Washington this summer of the Central Committee of the Pan-American Federation of Labor, mark the enlistment in this movement of three national bodies widely influential in the industrial progress of Latin America. The other resident delegates are Carlos Loveira, delegate from the unions and syndicates of Yucatan, and Santiago Iglesias, head of the Free Federation of Workers of Porto Rico. Samuel Gom-

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pers and John Murray are the spokesmen of the American Federation of Labor on this Central Committee.

As soon as the Cuban and Chilean delegates arrive questions as to the policy of the new Pan-American Federation of Labor will be taken up. One of the first issues to be met will be that of sending, or refusing to send, delegates to the labor and Socialist peace terms conference at Stockholm in September. As this conference has been called at the instance of the Russian Council of Workmen's and Soldiers' delegates and of the Russian Socialists, it has enlisted the sympathy of the syndicalists and trade unionists of Latin America. On the other hand, President Gompers, of the American Federation of Labor, has come out against sending representatives as premature and in the interests of Germany.

WORK OF SOCIAL SERVICE COUNCIL IN ST. LOUIS

HOW the St. Louis Central Council Social Agencies has attempted to follow up the recent survey of local charities carried out by Francis H. McLean is of interest to every city where steps have been taken toward greater team work. The council took stock at its recent annual meeting when reports by various committees were submitted, showing how suggestions from the survey are being put into effect.

Two questionnaires were prepared by the Health Committee and sent to all visiting nurses' associations, outing camps, clinics (municipal and private), maternity hospitals, convalescent homes, homes for incurables, tuberculosis agencies, sick diet and free ice and pure milk agencies. Tabulations were made of the results and the recommendations of the committee in some instances were sent to the institutions in question and in others were referred for conferences to members of the committee.

The Children's Committee spent part of last year in formulating standards for children's institutions, child-placing agencies and day nurseries. Copies of their recommendations were sent to all societies and institutions concerned.

The Committee on Family Treatment investigated and made suggestions to homes for single women and women with children, working girls' boarding homes and women's lodging houses, which were reviewed and in the main approved by Mr. McLean. The committee also investigated and reported on the work of the Salvation Army and Humane Society and prepared questionnaires on the Red Cross, Citizens' Emergency Relief Organization and the Emergency Aid Society.

The Committee on Adult Dependents has made a complete survey of the old people's homes which disclosed a list of over 100 old people anxiously waiting

to be admitted to homes that were taxed to their capacity. This situation has been remedied upon recommendations from the committee, by an addition to the Memorial Home and the Altenheim and the purchase of an additional house by the Christian Old People's Home.

Through the efforts of the committee, a bill was introduced in the Board of Aldermen, providing for the purchase of a municipal farm and an appropriation of \$150,000, to meet the immediate needs. Subsequently a Municipal Farm Commission was appointed by the mayor to investigate municipal farms in other cities. The bill has been somewhat delayed because of other important measures pending.

One of the big problems before the council for the past year and one which will occupy an important part of its program for the coming year is the establishment of a centralized purchasing bureau where supplies for all charitable institutions in the city can be procured and distributed to them at a reduced price. The committee handling this matter has collected considerable data from other cities and has asked the Charities Committee of the Chamber of Commerce to cooperate by requesting all charities on its endorsed list to furnish an itemized statement of their supplies in 1916.

Committees on employment, uniform records and social service among colored agencies have been recently appointed. A number of special committees have also been named to investigate proposed new agencies and agencies where the work is not up to the required standard.

SOCIAL PROBLEMS OF THE SOUTHLAND

WARTIME social problems vied with questions of race relations and the participation of the church in social service as chief concerns in the minds of the delegates and speakers from twenty-six states who attended the sixth annual Southern Sociological Congress.

In addition to constructive suggestions for attack on the social problems of the Southland, the meeting was distinguished by a thorough reorganization which superseded the former loose form of government by a highly developed system of executive committee and governing board, with close control over the affairs of the congress. Arrangements were made so that J. E. McCulloch, former executive secretary, might give his full time to the duties of educational secretary, in connection, particularly, with the extension work. New departments were created on Wartime Relation to the Man in Uniform, and Relief and Social Work.

Perhaps the most striking feature of the congress was the strong bond between the church and the social aims

of the South. A large proportion of the delegates were ministers—or former ministers—engaged in social work. The official sessions were held in the Robert E. Lee Memorial Hall at Blue Ridge, a beautiful structure on a thousand-acre tract on the side of a mountain, overlooking the Swannanoa River Valley and the receding Blue Ridge Mountains, founded and largely maintained by the Y. M. C. A. and Y. W. C. A.

A characteristic note was struck by the Rev. Worth M. Tippy, secretary of the Commission on the Church and Social Service of the Federal Council of the Churches of Christ in America. He declared for a social service program which would make every church a center of social education, make it a center for neighborhood activities, tie the church up to the social and civic agencies of the community, federate the churches in each community, get them unitedly behind all movements for human betterment in city, state and nation, and lead them into the fight for social justice. He spoke also of the Federated Churches' selection of chaplains for the new National Army, saying that the new chaplains will be the peer of the finest men from West Point and Annapolis.

"Let us not be timid, but aggressive, in using the churches," said Dr. Tippy. "Any minister or church that hasn't the broad outlook doesn't really know the love of God. Victory in the war now is the great task of this country. It requires every ounce of consecrated power we have. The church needs to be on the ground in the military training camps, backing to the limit the Y. W. C. A. and the Y. M. C. A. and the other accredited agencies, and getting into touch with the boys who belong to their denominations."

R. M. Archibald, conference missionary secretary of the North Alabama Conference of the Methodist Episcopal Church, South, Birmingham, Ala., said of the rural church:

In the South considerably more than half our people live in the country, and must be saved by the country church if they are to be saved at all. Better roads and the automobile have broken up the isolation of the country community, so that instead of having a distinct type it has largely lost its peculiarly rural characteristics and is becoming more and more dominated by city and town. Vices as well as virtues project themselves into the country in a manner hitherto unknown.

The methods of the past generations will not meet the needs of the rural life of today. The church's program for the rural community must include every interest of humanity. We must look after the health of the people, cooperate with the school in a war upon ignorance, promote better methods and cooperative activity in agriculture, dairying, poultry, and marketing, provide for social and recreational life of the people, and promote in every way possible a strong community life.

Richard Carroll, colored preacher of Columbia, S. C., said: "Teaching that is not teaching is not preaching." That

is the hardest lesson for the colored preacher to learn. Making social service evangelism is the basis of the greatest movement I know for the salvation of the South."

Wartime service to soldiers was discussed by a number of speakers. Among the most practical was the Rev. Kirkman G. Finlay, of Columbia, S. C. He said:

We must clean up our town, stop the sale of liquor, and close up the houses of prostitution and other dens of iniquity. But our work is not done then. The average man in uniform does not go to these places because he is depraved or vicious. He goes there, first of all, because he has nothing else to do; and, second, because the ordinary refining and restraining influences of home are gone.

We must give him something else to do, and we must try to give him at least some of the refining and restraining influences of home. First I place the Y. M. C. A. But our churches must come to the rescue. They must make every possible effort to adapt their services to the needs of the soldiers and make them welcome. They must make their recreation rooms social centers. After that point of contact is established it will be for us to make it mean what we will. Let us not be afraid to give these boys a touch of home.

"The American soldier is only the American boy away from home, plus the uniform and plus the crowd spirit," said Dr. Paul B. Johnson, of Washington, D. C., representing the American Social Hygiene Association. "The communities near training camps will find that the responsibilities brought to them by the camps will lead them to three lines of work—for the soldiers, for the town girls and for the elimination of prostitutes."

Influences in isolated mountain localities which affect children were discussed by John C. Campbell, director of the Southern Highland Division of the Russell Sage Foundation, Asheville, N. C.:

The two outstanding agencies in furthering social and spiritual ends are the school and the church. Helpful as they often are elsewhere, here they too often tend to strengthen faults that result from over-emphasis of individualism. Such schools are likely to be but an echo of the thought of the opinionated leaders, who have no basis of judgment as to what schools should be. If the trustee system prevails, it is too generally true that some kinsman or kinswoman of the strongest trustee is the teacher, and if some other system prevails, it is "good politics," as it is called, to make such appointments as will hold the votes of the strongest families. The child does not, then, even in school, get away from the limiting mental environment of his elders, for the teacher, who holds a pay-job where jobs are few, does not wish to offend the elders by innovations.

Church ministrations are infrequent. The child is not allowed to forget that he is a stranger in a sinful world, from which he is urged to flee, and is seldom led to feel that he is a citizen in the Kingdom of Heaven which begins here and now. Denominational antagonism too often arises between what might be called local and non-local agencies, and religion to the child becomes a thing of

controversy, having to do with ways, means and formulae.

NEGRO MIGRATION AS THE SOUTH SEES IT

THE sessions of the closing day of the Southern Sociological Congress, held at Asheville, were on race relations and emphasized the newly developed problem of Negro migration. The sense of a number of speakers on the subject was that Negro migration was not a new thing; that probably no more than 250,000 Negroes have gone North in the last year (in spite of prevalent reports of much greater figures); that migration in large part is caused by high wages in the North, with ill treatment of the Negroes a varying factor in different parts of the South, and that the movement is to be stopped, not by repression, but by cooperation between colored and white people to ensure fair opportunity and treatment for the Negroes.

A number of colored speakers expressed the feeling of their people.

The present migration is simply an acceleration of the movement of the last thirty years, according to Prof. George E. Haines, of Fisk University, Nashville, Tenn.

The largest exodus has been from the places where there have been the poorest economic conditions and the greatest race friction. One Negro who moved North said to me, "There's been so much killing of Negroes around here I didn't know when my turn might come." The colored and white people must get together and talk frankly and act honestly in common.

Another colored speaker, the Rev. H. H. Proctor, of Atlanta, Ga., said:

This is the most unique movement in history. The colored race, known as the race which is led, has broken away from its leaders. This movement has all the earmarks of spontaneity. There are a number of contributing causes, but the basic fact is that Negroes are seeking men's wages and men's treatment. They have been restless at living under a double standard not only of conduct and character, one code for white and one for black, but also of wages, while unfortunately, expenses have increased on a single standard, that of the white man.

The colored man carries in his heart a deep and abiding sense of mistreatment. He resents segregation, disfranchisement, "Jim Crow-ism." He wants a sense of physical safety. He wants to be left alone, to be safe in a democratic community.

The highest good of the colored people lies right here in the South. We can stop this movement northward by giving them a square deal. If the leading white folks and the leading colored folks can get together, this can be done.

Most of the Negro migrants are unskilled, unmarried, unreliable young fellows, according to Judge Gilbert Stephenson, of Winston-Salem, N. C.

"Many of these young bucks already have criminal records and, going North, add to their bad reputations," he said. "They are the ones who cause riots. In spite of state

laws against agencies enticing Negroes out of the state, labor agents still are active. The lure of high wages is the chief cause of Negro immigration. In their desire to better conditions, many earnest people magnify the undesirability of the present situation of the Negroes.

"No cause for alarm should be found in the present accelerated migration. The South after a few years will profit by the adjustment to new labor conditions, while a distribution of the Negroes throughout the country would tend to equalize the race problem. The sociologist and the business man must combine forces to make sure that the Negro gets a man's chance in the South."

"The church can do much to promote good will between the races," said Bishop G. W. Clinton, a colored man, of Charlotte.

Among the causes of race friction are these: (1) Lack of understanding and of cooperation between the races; failure to take into counsel the man most concerned—the Negro. (2) Failure to recognize the status in life and the aspirations of the Negro. There is a new Negro, just as there is a new South. (3) A marked hesitancy on the part of the church to apply the only sure remedy as seen in the practical application of the gospel.

The church can: (1) Acquaint itself with the needs of people close at hand. The challenge of the remote must not blind us to the opportunities of the immediate. (2) Emphasize the spiritual worth of every man. (3) Call attention to the best side of the Negro, acquaint itself with the evidences of his progress, and act in harmony with this information. (4) Condemn unsparingly the barbarities which are committed upon Negroes and see that the sense of fair play prevails at all times in line with a definite program for the promotion of harmony.

"We must make up our minds that we are done with race prejudice," said W. D. Weatherford, traveling secretary of the Y. M. C. A. "The minute you make progress in the economics and schools of the Negroes you also make progress in home and church. A tremendous field for usefulness lies in teaching the Negroes better farming methods."

THE sudden death, August 5th, at Whitfield, N. H., of Hollis Burke Frissell, head of Hampton Institute, removes the outstanding leader in work for Negro education and development in the South. A review of Dr. Frissell's great social service will be published in an early issue.

LABOR UNREST IN THE SOUTHWEST

SAMUEL GOMPERS, in his capacity as president of the American Federation of Labor, brought to the President's attention last week the fact that the United Mine Workers of America deeply resent the deportation of eighty members of their union from Gallup, N. M. Frank Farrington, member of the international executive board of the mine workers, had come to Washington to lay all of the facts before the government. William Green, international secretary of the mine workers, had telegraphed to the President, August 1, that unless federal intervention should be given to protect the men in their re-

turn to the town from which they were driven he would favor a strike of the coal miners of the United States to bring about such protection. Farrington stated that he endorsed Green's proposal, and believed that the membership of the union throughout the country would approve it.

The President showed himself eager to learn all of the facts from the viewpoint of those making the protest. He was told that a copper company had purchased a coal mine at Gallup, and had proclaimed an "open shop," at the same time dismissing its union coal miners and evicting them from their homes. Tents were provided for them by the union. It was this tent colony which was raided, and all of the union men living there were put on cars and sent across the state line.

Washington dispatches to the metropolitan press, to the effect that the activities of the Industrial Workers of the World in the copper mining districts of Arizona, Utah and Montana, in the northern peninsula of Michigan and in the lumber camps and the farming regions of the Pacific slope, have been ascertained to be German-promoted and of a treasonable character, were not confirmed by a representative of the SURVEY at the offices of the Department of Justice, the Department of Labor or the American Federation of Labor and its constituent organizations. The officials of the American Federation of Labor, the mining department of the federation and the International Association of Machinists go so far as to claim that the cry of "I. W. W." has been raised by employers in order to stamp out attempts of union men to maintain their accustomed standard of living during the war. That this is at least in a measure true is the opinion expressed by an official of the Department of Labor.

Asked whether it were true, as alleged in press dispatches under date of August 1, that the government was in possession of a mass of evidence of seditious and treasonable activities, instigated apparently by German agents using German money, through the Industrial Workers of the World, Assistant Attorney General Wm. C. Fitts replied in the negative.

"If we had evidence of violation of federal law," he said, "we would instantly take steps to apprehend the violators of the law. We have not made arrests, and we will not make arrests until federal laws have been violated. Of course, we are keeping a close watch on persons who may be suspected of planning to commit such violations. If fires are set, or property is destroyed, or men are killed, within a state, those are matters covered by state law."

Emil Davison, general secretary-treasurer of the International Association of Machinists, which has taken part in scores of industrial disputes

throughout the country during the year, had this to say:

"Some of our own men have been shut out in Arizona," he said, "and of course the impression is created that these men belong to the I. W. W. and are somehow influenced by German schemes against the government. Every big employer who is trying to prevent the workers in his employ from getting better conditions at this time is yelling that he is the victim of German plots. We refuse to be fooled by that sort of sham. Nor are we to be sidetracked by the cry of 'disloyalty' when they import cheap Negro labor, or woman labor, to replace our men in shops where we ask for better conditions. This attempt to create a panic in the public mind over the name of the I. W. W. will fall flat."

James Lord, president of the mining department of the American Federation of Labor, said that the miners and other workers on strike in the West had legitimate grievances, and that "no false accusations as to loyalty would becloud that issue." He had heard of no deliberate destruction of property by strikers.

These views, in general, are endorsed by President Gompers and Secretary Morrison, of the American Federation of Labor, although they do not hesitate to confess a suspicion of the motives of, and a dislike for, the I. W. W. organizers in recruiting members among the lowest-paid or the most radical of the wage-workers in the West.

Evidence reaching the Department of Labor is to the effect that word-of-mouth rumor of I. W. W. "outrages" has created a considerable degree of panic in the Pacific Coast States, and that much property—especially timber and orchards and field crops of various kinds—is as a result being guarded by armed men against possible incendiaries. Evidence of actual crimes on the part of the I. W. W. members, who are chiefly of the itinerant laborer class, has not reached Washington. The department officials believe that just as some of the less cautious men in the regular labor movement were induced, early in the war, to use money coming from German sources, it may be that an occasional member of the I. W. W. may have been led to do the same. But the movement directed by the loose organization of the Industrial Workers of the World, as seen from the Department of Labor, is an expression primarily of social unrest, of revolt at low wages and hard conditions in industry and of impatience with the slow evolution of economic democracy through the organized labor movement.

The lynching of Frank Little, I. W. W. agitator, by six masked men at Butte, is looked upon by labor officials in Washington as a threat to the labor movement in general. As deportations of I. W. W. and A. F. of L. miners indiscriminately, at Bisbee, were followed by the deportation of a group composed wholly of A. F. of L. miners

from Gallup, so the murder of Little at Butte is looked upon as the possible forerunner of violence in other strike zones, in which leaders of the unions affiliated with the American Federation of Labor may be the victims.

On August 2 Secretary of Labor Wilson transmitted to the Governor of New Mexico a request that the men deported from Gallup be returned to their homes, and that they be protected against further interference with their liberty.

WHAT HAYWOOD SAYS OF THE I. W. W.

"THE I. W. W. will take care of its deported members now in Columbus, New Mexico. These men will go back to their homes if they have to shoulder arms and fight their way back." This was the statement of W. D. Haywood, secretary of the Industrial Workers of the World, made last week at his office in Chicago, to a representative of the SURVEY.

"From Bisbee alone," he said, "1,134 men have been deported. Most of them are citizens, 456 of them are heads of families, and many are owners of homes in Bisbee, having lived there for many years."

The strike of copper miners in Southern Arizona is a bona fide movement for better conditions, according to Haywood. He points out that members of the Mill, Mine and Smelter Workers' Union (the old Western Federation of Miners) are on strike as well as the I. W. W. Here are the demands:

1. Two men shall be employed on all piston and Leyner machines.
2. Two men to work together in all raises and stopes.
3. No blasting in raises, stopes or drifts during shifts.
4. Abolition of the contract and the bonus systems.
5. Abolition of the rustling card system.
6. Abolition of the sliding scale.
7. Representation in the control of the hospital.
8. No discrimination against members of any union.
9. A minimum wage of \$6 for all men working underground.
10. A minimum wage of \$5.50 for all men working on the surface.

Haywood denied that German influence or German money had anything to do with the present activities of his organization. "It's true," he said, "that we think there is only one fight in the world, and that is between capital and labor. It's true that we are not interested in nationalities. We will fight for German workers or French workers or Norwegian workers just as hard as we will for American workers. But do you think we want to see the Prussian military system prevail? How would we stand to gain anything from that?"

The I. W. W. leader intimated that

no outside influence was necessary. "We were on the job before war was declared," he said. It is the growing strength of the organization, according to Haywood, that makes the fight against it the more bitter. He claims that the holders of red cards include 50,000 harvest hands, 80 per cent of the timber workers of the Northwest, most of the migratory workers and "three times as many metal miners as there are in the Mill, Mine and Smelter Workers' Union."

It is because the employing interests fear its growth, Haywood declared, that they are bringing out the charge of German influence. It's a new weapon and a handy one, he intimated, but nevertheless merely another of the many "false and baseless charges" that have been made against the organization.

"Isn't it a fact," he was asked, "that Frank Little, the I. W. W. executive board member who was lynched in Butte last week, met his fate because he was believed to be unpatriotic at a time when patriotic feeling is naturally running high?"

"No," said Haywood. "Little was murdered because there is a strike in Butte, and he was helping to win it. They will try to make it appear that Little's remarks about the army were what led to his death, but it isn't so. It was the strike."

Fred H. Moore, the Los Angeles attorney who went to Bisbee recently to look after the interests of the I. W. W. there and who was forced by the citizens' committee to leave, has gone to Columbus, New Mexico. He expects to file claims for damages against the state of Arizona in behalf of each of the deported men who were loaded onto cattle cars and shipped off without food or water.

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SOCIAL FORCES IN WAR TIME

(Continued from page 425)

Special suggestions for increasing their usefulness in the present emergency are given to certain groups of institutions, and all students are reminded that it may well be their highest patriotic duty just now to stay in school and make the most of their opportunities.

All laboratories and manual-training shops in high schools should be run at their full capacity. In many of the shops work should be done which will have immediate value for the national defense.

In all high schools in which domestic science is taught, large units of time should be given in the summer and fall to sewing for the Red Cross and for local charities.

Classes for grown-up women should be formed in which practical instruction can be given, largely by lecture and demonstration, in the conservation and economic use of food.

For all boys and girls who can not attend the day sessions of the high schools, continuation classes should be formed. All cities should maintain evening schools for adult men and women.

The normal schools should double their energies and use all their funds in the most economic way for the work of preparing teachers.

In agricultural colleges special intensive courses should be given to prepare teachers, directors, and supervisors of agriculture and practical farm superintendents.

The number of students in colleges, universities, and technical schools should increase rather than diminish.

All students should be made to understand that it is their duty to give to their country and to the world the best and fullest possible measure of service, and that both will need more than they will get of that high type of service which only men and women of the best education and training can give. Patriotism and the desire to serve humanity may require of these young men and women the exercise of that very high type of self-restraint that will keep them to their tasks of preparation until the time comes when they can render service which can not be rendered by others.

No college, university, or technical school that can avoid it should permit its faculty or student body to be scattered or its energies to be dissipated. All should redouble their energies and concentrate them on those things that will be of most service during the progress of the war and which will prepare their students for the most effective service of the country and of the world when the war is over.

These are words of wisdom—of true statesmanship and of the best social economy. If we can realize, as England did not, that education, to quote Arnold Bennett, "is the very last thing that we ought to economize in," we shall spare ourselves some of the unnecessary calamities of war.

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COMING MEETINGS

- BAR ASSOCIATION, American. Saratoga Springs, N. Y., September 4-6. Sec'y, George Whitlock, 1416 Munsey Bldg., Baltimore.
- CIVIC ASSOCIATION, American, St. Louis, October 22-24. Sec'y, Richard M. Watrous, 914 Union Trust Bldg., Washington, D. C.
- CRIMINAL LAW AND CRIMINOLOGY, American Institute of. Saratoga, N. Y., September 3-4. Sec'y, Edwin M. Abbott, Land Title Bldg., Philadelphia.
- HOME ECONOMICS ASSOCIATION, American. Minneapolis, Minn., August 22-28. Sec'y, Mrs. Alice P. Norton, 1326 East 58 street, Chicago.
- HOUSING ASSOCIATION, National. Chicago. October 15-17. Headquarters, Hotel La Salle. Sec'y, Lawrence Veiller, 105 East 22 street, New York city.
- INTERCHURCH FEDERATION, The Purpose and Methods of. Called by the Federal Council of the Churches of Christ in America. Pittsburgh, October 1-4. Sec'y, Rev. Roy B. Guild, 165 East 22 street, New York city.
- MUNICIPALITIES, League of American. Gary, Ind. September 5-8. Sec'y, Robert E. Lee, Baltimore.
- MUNICIPALITIES, Union of Canadian. London, Ontario, August 27-29. Sec'y, W. D. Hightall, Westmount, Quebec.
- RECREATION CONGRESS OF THE PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA. Milwaukee, Wis., November 20-23. Sec'y, H. S. Braucher, 1 Madison avenue, New York city.
- SAFETY AND SANITATION, National Exposition of. New York, September 10-15. Sec'y, W. C. Cameron, Continental and Commercial Bank Bldg., Chicago, Ill.

The SURVEY publishes a CALENDAR OF CONFERENCES in its mid-monthly issue as a news service without charge to the organizations listed. Repeatedly, requests have come to us for more frequent announcements, especially in the month or two months preceding the date of meeting.

We are therefore making an experiment with this new advertising column—COMING MEETINGS.

Listings, fifty cents a line per month; four weekly insertions; copy unchanged throughout the month.

The free CALENDAR OF CONFERENCES merely lists the name, date, conference city and corresponding officer of the organization. More extended notices, giving the chief features on the program, may be included in the new column, Coming Meetings, at the rate stated.

The CALENDAR OF CONFERENCES will of course continue as in the past.

CURRENT PAMPHLETS

- CANADIAN PATRIOTIC FUND. By Paul U. Kellogg. With introduction by Ernest P. Bicknell of the Red Cross. First-hand account of case visiting and city organization of war relief for soldiers' families. Price 10 cents. Survey Associates.
- COMPLETE SET OF LAWS FOR THE WELFARE OF ALL MISSOURI CHILDREN, A. Prepared by the Missouri Children's Code Commission. Manley O. Hudson, sec'y, State University, Columbus, Mo.
- CRIME PREVENTION: THE STUDY OF CAUSES. By Dr. Thomas H. Haines, 1194 Oak street, Columbus, Ohio. Bulletin No. 5 of the Bureau of Juvenile Research.
- HART, SCHAFFNER & MARX LABOR AGREEMENT. By J. E. Williams, Sidney Hillman and Earl Dean Howard. Hart, Schaffner & Marx, Chicago.
- HOSPITAL AID FOR SCHOOL CHILDREN. Facilities and Procedure for Tonsil and Adenoid Operations in New York City Hospitals and Dispensaries. By J. H. Berkowitz, Bureau of Welfare of School Children, Association for Improving the condition of the Poor, 105 East 22 St., N. Y.
- INTEREST OF THE COMMUNITY IN CANCER. By Louis I. Dublin. Metropolitan Life Insurance Company, New York.
- LIVING WAGE BY LEGISLATION, A. The Oregon Experience. By Edwin V. O'Hara, chairman Industrial Welfare Commission. State Printing Department, Salem, Oregon.
- SOCIAL WORK AND THE WAR PAMPHLETS:
- No. 87 SOCIAL PROBLEMS OF THE WAR. A report by Prof. Edward T. Devine and Ernest P. Bicknell (10 cents).
- No. 88 WAR RELIEF IN CANADA. By Miss Helen R. Y. Reid, of the Canadian Patriotic Fund (12 cents).
- No. 89 PUBLIC HEALTH NURSING AND THE WAR. By Miss Mary E. Lent, Associate Secretary, National Association for Public Health Nursing (8 cents).
- No. 90 THE TREATMENT OF DISABLED SOLDIERS. By Mr. E. H. Scammell, Secretary of the Canadian Hospitals Commission (8 cents).
- No. 91 THE PUBLIC HEALTH IN WAR TIME. By Dr. C. E. A. Winslow, of Yale University (8 cents).
- No. 92 INFANT WELFARE IN WAR TIME. By Dr. Grace L. Meigs, of the Federal Children's Bureau (8 cents).
- No. 93 MOBILIZATION OF THE BRAIN POWER OF THE NATION. By Dr. Stewart Patch, of Princeton University (8 cents).
- No. 94 ECONOMY IN DIET. By Prof. Graham Lusk, of Cornell University (12 cents).
- No. 95 PUBLIC HEALTH AS A SOCIAL MOVEMENT. By Prof. Irving Fisher, of Yale University (12 cents).
- Order by number. Send remittance with order. Address National Conference of Social Work, 315 Plymouth Court, Chicago.
- SWORD OF DAMOCLES, THE. By William C. Rucker, Assistant Surgeon General, United States Public Health Service. 10 cents from American Social Hygiene Association, 105 West 40 St., N. Y.

The SURVEY lists, free, as soon as received at its editorial offices, current pamphlets brought out by social organizations and public agencies. Evidence reaches us repeatedly that this column is one of the most widely read in the SURVEY. Secretaries of national agencies have checked up responses from people all over the country due to a single listing—the very people they wanted to reach.

The free "Pamphlets Received" column will be continued. This new column offers an opportunity for consecutive advertising of new pamphlets—or of old pamphlets which have an ever-present serviceability.

Listings fifty cents a line per month, four weekly insertions, copy unchanged throughout the month.

WHY NOT GIVE THEM A TRIAL?

THE SURVEY

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 Surgeon General ✓
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 Personnel and Accounts ✓
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 Miscellaneous Division ✓

Dr. Warren



HOLLIS BURKE FRISSELL
1851-1917

Dr. Frissell had been principal of Hampton Institute for nearly twenty-five years at the time of his death on August 5. The simple funeral services at the Institute Memorial Church and in the small school cemetery, on August 9, brought together hundreds upon hundreds of thoughtful white and colored people from the lower peninsula of Virginia to pay tribute to one of America's leading educators. Robert R. Moton, former commandant at Hampton and now principal of Tuskegee Institute, and Thomas Jesse Jones, of the federal Bureau of Education, formerly associate chaplain at Hampton, were among those who spoke. The whole Hampton student body sang with rare feeling two of the Negro religious folksongs which were dear to Dr. Frissell's heart—Swing Low Sweet Chariot, and My Lord What a Morning.

"UPS" and "DOWNS" of SOUTHERN ENCAMPMENT TOWNS



EPISCOPAL PARISH HOUSE, SPARTANBURG



CONGRESS COLLEGE AUDITORIUM, SPARTANBURG

CHURCH AND SCHOOL UNITE TO HELP

Photographs by Ekwood Street



TYPICAL HOUSES OF ILL-FAME



A KNOT AT A STREET CORNER WHICH WAY?



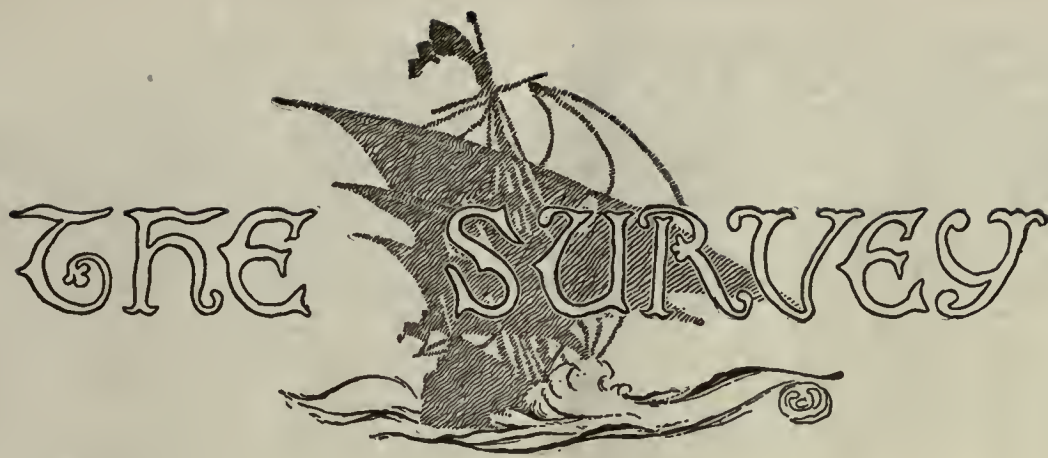
WHAT THE SOCIAL AGENCIES COMPETE WITH



RED CROSS "SQUAW CAMP," SPARTANBURG



IN THE RED LIGHT DISTRICT, CHARLESTON



When the Soldiers Come to Town

By *Elwood Street*

OF THE SURVEY STAFF

"I'M GOING to buy a pistol, sir. For twelve years I've lived in this town and never felt the need to protect my two women-folks. What do you suppose will happen when 40,000 virile, red-blooded young men come here to train for the army and find the segregated district wiped out? I know; and I'm going to buy that pistol, sir, and do it now!"

His blue eyes blazed, the veins stood out on his aristocratic forehead, and he thumped the table to emphasize his feelings. He was a gentleman of the old school, of the old South, of old South Carolina. Outside the window, Main street in Columbia, South Carolina, slept in the sun of high noon in late July.

The apprehensive gentleman represents one of the many shades of opinion which are to be found in cities near which American soldiers are to be trained and in which requirements of the War and Navy Departments regarding the elimination of vice are to be enforced. Because many American cities will undergo this same experience, because practically every home in the land will have loved ones in this new army, it has seemed worth while to examine conditions in three typical cities, to gauge public opinion there, and to ascertain what modifications in the existing institutions of these communities are planned to meet the leisure-time needs of soldiers on leave. No mention will be made of plans for recreation within camps.

The cities briefly studied are Charleston, Columbia and Spartanburg, all in South Carolina. Charleston already has about 4,000 sailors and a varying number of soldiers to care for, and expects 5,000 more sailors. Columbia expects 40,000 men by October 1. Spartanburg expects the New York National Guard, 40,000 strong, by September 1. These facts determine partly the state of social preparedness found in these cities.

Charleston, with 65,000 people, one-third to two-fifths white, is over two hundred years old, wise in the ways of a world which has changed, strongly entrenched in precedent which has little changed since the Civil war. It boasts more "charities" than any city of the size in the country. Columbia, with 40,000 people, one-half white, is 125 years old, the state capital, with aspirations toward business and industrial prom-

inence, well organized from a social service standpoint. Spartanburg, with 26,000 people, three-quarters white, eighty years old, brisk, cultured, in the heart of a prosperous cotton-milling and agricultural region, has as yet felt few social problems. These facts determine in part the cities' approach to the question of vice and other social problems related to the soldiers' coming.

Each of these cities expects to have its normal adult white male population increased from three to ten times by the men in training. At Spartanburg, with its approximately 20,000 white population, 40,000 soldiers are expected. The soldiers probably each will get one night of leave a week. Spartanburg authorities have been told to expect from 5,000 to 10,000 men every afternoon and evening. Spartanburg merchants are oiling up their cash registers. Spartanburg has invested about \$200,000 in land and waterworks for the camp site four miles out of town, in the expectation that dividends will be prompt and ample, when New York troops, surely the prize of all the troops from the spending point of view, arrive. Spartanburg is wondering just what East Main street will look like with 10,000 men all industriously spending money at one time—and what those men will do when their money is spent or the possibilities of novelty in spending are exhausted. Charleston and Columbia are wondering, too.

All three cities have in varying degree the Negro problem, which to the South is the greatest social problem of all, never out of sight.

All three cities are dry—for South Carolina is dry, really and truly dry. "Blind tigers," but recently visible, cannot even be smelled, as a result of state and federal enactment and vigorous enforcement by city, state and federal authorities. The only way one can get a drink is through getting permission of the probate judge to import one quart a month as medicine. Certainly, our soldiers will have no temptation to alcoholic intemperance.

The question of commercialized vice is much more serious. South Carolina has no state institution to which to send women offenders. The maximum penalty which may be imposed upon a prostitute is that for vagrancy, \$100 fine and thirty days in jail. Competent authorities feel that the fine merely forces the woman to earn money in the only way she has

available. The imprisonment merely gives her a chance to rest up, get necessary medical attention, and then go on her way. South Carolina has no immediate prospect of getting a women's reformatory, because the next social legislation is that, already half-accomplished, for a state institution for the feeble-minded, which seems even more fundamental.

Charleston openly has a red light district. It runs directly from King street, the main shopping street which is most frequented by soldiers and sailors on leave, along Clifford, Beresford and Princess streets, thence into West, Archdale and Mazyck streets. The district is open and unashamed. On one afternoon in late July, Clifford street so resounded with ribaldry flung from open window to open window by out-leaning women that shoppers on King street stopped and looked.

First Steps in Reform

CHARLESTON quite generally believes in a segregated vice district. It is held to be a protection to the respectable women of the city—the wives and sisters and sweethearts and daughters. Not only that, but Charleston has been so lax in the past that prostitutes have solicited trade in Broad and other business streets. They have had houses and apartments all over the city. Secretary Daniels' recent order to clean up has been obeyed by the police, closing all the places not in the segregated district, pretty well preventing street solicitation, and imposing a rule on the segregated district that none of the inmates shall leave after 7:30 o'clock at night. Police-men have orders to arrest any man in uniform who tries to enter a house of ill-fame. Charleston believes that after it gets its commercialized vice localized, it can gradually reduce it. Whether that will be accomplished is still to be seen.

Active steps have, however, been taken to care for the leisure time of men on leave. The Young Men's Christian Association has opened its well-equipped building to men in uniform, increased its facilities, and done everything possible to make the men use its equipment.

The women of the city, following a mass meeting called by the Civic Club, have organized a unique community club. An old four-story residence was equipped with all the appurtenances of a home, except bedroom furniture. Books, easy chairs, pictures, piano, phonographs with a multiplicity of records, typewriters (unceasingly active), games, dining room furniture (for the serving of refreshments at nominal prices), a parrot, a mocking bird, and a delightful matron with a son in the army, combine to make the place as home-like as possible. Two naval recruits on their first visit retired, apologizing profusely to the matron, Mrs. Brinsden, because they had, as they thought, entered a private home instead of the Community Club for which they were looking. Once every two weeks parties with town girls, dancing, and refreshment, are held at the club. Proper chaperonage makes the young folks at their ease. Aside from these parties, women, excepting the matron, are not allowed in the building. Even the women who conduct the club are refused admittance there except on definite business. It is the boys' place.

Expenses of the Community Club are paid partly by members (men and women of Charleston) and partly by contributions of \$2 a month, which are being asked of every organization in Charleston.

Recreation on a smaller scale is provided for soldiers and sailors by the Circle Congregational Church, which has turned over its Sunday school building (once the church edifice). The Ladies' Home Missionary Society provides relays of

women members to supervise activities. Games, books and music are provided. Once a week, a social evening is held, with motion pictures and refreshments.

A war problem akin to that of the soldiers and sailors, which Charleston has experienced, is that of the women who have come to work at the clothing factory in the navy yard. About 350 of the 700 women employed are from out of town, largely from the country districts, never before in a large city. They are earning more money than they ever had in their lives before—\$15 to \$25 a week. A definite social question still to be answered is found in the fact that these women work ten hours a shift, one shift by day and one shift by night, in buildings which have no fans, no screens and no rest rooms. The more immediate question has been that of housing them adequately and safely. The commandant of the navy yard and the officers of the Young Women's Christian Association have worked together well in this respect. Each woman employed at the navy yard is turned over to the Y. W. C. A., which places her in a good family home in the city. The Confederate College for Women has been used as a dormitory for forty girls working during the summer vacation period, and will be replaced when college opens this fall by a house of about the same capacity, now being remodeled. A recreation house has been equipped on Sullivan's Island, a pleasure resort near Charleston. There the women may meet men friends under chaperonage.

In these ways, Charleston is making a beginning of caring for those brought to it by war.

In Columbia the situation is quite different.

The segregated district in Gates street long has been an inseparable feature of the state capital. In 1898, the Spanish American war volunteers found 115 prostitutes established in town. In 1917, the world war found precisely the same number, in precisely the same place—as a recent census revealed. The soldiers of the world war who train five miles out of Columbia will, presumably, find none of them, for on August 1 Columbia's segregated district ceased to exist, legally. On that day an ordinance passed by the city council July 24 went into effect. That ordinance provided that no one should live at or frequent any house employed for immoral purposes, or rent a house personally or through an agent for such purpose, and if the house is so used and the owner allows such action, he shall be guilty under the law. Proprietors of a hotel so used are guilty, if they have not taken proper precautions. Any citizen may make a complaint, which shall be put on public record, and which must be investigated and reported on by the police in five days. Thus, the woman and the man are both subject to penalty, and the police are publicly responsible for enforcement.

Prodded by the Government

THIS ordinance was passed after a meeting of citizens called by Governor Manning. Action was hastened by letters from Secretary of War Baker. Action was made complete by the conviction of business men that the \$50,000 they had put into a camp site would avail them nothing unless the town were cleared up. Many citizens say that now this move has been forced by war, peace will never bring back old conditions. The gentleman who is going to buy the pistol to protect his women is typical of the opposition, but his group has been defeated by the popular sentiment of Columbia.

What effect the new ordinance will have is not yet certain. Troops will not be in training at Columbia for two months, and the elimination of the district probably will be gradual.

A group of church women have twice visited all the twenty-

one houses in the district, offering help of any sort to the women who want to start life over again. Many of the women have said they were going to leave town. Seven announced that they would start boarding houses! Only two asked for help to start anew.

While the segregated district unquestionably will be eliminated, the police expect to keep a close watch on the "boarding houses" which may be started. They expect certainly to prevent much of an influx of women from outside when the army comes.

With the army two months away, Columbia has not done much yet for its recreation. The only plans completely developed are those of the Y. M. C. A., which will be much the same as in Charleston.

In Spartanburg conditions are entirely different from either Charleston or Columbia. Spartanburg never has had a tenderloin and does not intend to. Mayor John Floyd is eager in rooting out the least suspicion of vice. Spartanburg is and will be as clean a town as can well be found. It never has felt the need of a vice district, doesn't expect to feel it, and isn't buying pistols to protect its women.

Spartanburg faces immediately, however, a bigger soldier-reception problem than Charleston. It is busy on that problem.

The Y. M. C. A., of course, is planning its usual splendid work adapted to wartime needs.

The Y. W. C. A., not yet organized, expects to form a branch to care for the needs of the many young women who will be called in from the countryside to work in the stores.

The Red Cross will make a "squaw camp" out of the old Magnolia street school, where wives and sweethearts and relatives (female) can have dormitory accommodations if necessary. In the building will be a bureau to connect visitors with those they want to see.

The Chamber of Commerce will conduct a clearing house for lodgings and all conceivable services. The Episcopal parish house will be used as a tea room and rest room. A bandstand will be erected on Morgan Square, and regimental band concerts will be held frequently. The auditorium of Congress College for Women will be used for entertainments.

Spartanburg, in brief, expects the new army to be made up of normal, clean young men, neither better nor worse than the average. It does not fear their "virility." It rather suspects they will enjoy the same things the average young man out of uniform enjoys, and it intends to provide those things just as far as possible.

It remains, of course, to be seen whether cynical Charleston or dubious Columbia or hopeful Spartanburg is right. Much depends on the cooperation of the military authorities. South Carolina's pessimists point to their many mulattoes and say Sherman's men on their triumphant march did their best to "whiten the dark belt." The pessimists quote with remarkable consistency stories of conditions on the Mexican border last year which would indicate an interest of military authorities there in efficiency rather than morality. The optimists point to the wholesome faces of the sailors on the streets of Charleston and of the National Guardsmen mobilized in all three cities.

When the Breadwinner Goes to War

The Administration Bill, Drafted by Judge Mack for Insurance, Compensation and Family Allowances

APPROVED in advance by President Wilson, and urgently recommended by Secretary of the Treasury McAdoo, the bill drafted by Judge Julian W. Mack, to provide life insurance and compensation for men killed, injured or made sick in the federal service, and allowances for their families, was introduced in the House and Senate on August 10. Representative Alexander, of Missouri, chairman of the Committee on Merchant Marine and Fisheries, is its sponsor in the House, and Senator Simmons, chairman of the Senate Committee on Finance, will pilot it through the upper branch of Congress.

The bill takes the form of an amendment to the act which established the existing Bureau of War Risk Insurance in the Treasury Department. It applies to enlisted men of all ranks in all branches of the military and naval forces and to the women of the army and navy nursing service. It provides in detail just what the government will do for dependent families of any size and degree of dependent kinship (covering, for instance, a step-child or a feeble-minded grandfather) while the man is in service; what it will do for him in case of injury ("the term 'injury' includes disease," is among the progressive definitions in the bill); and as to how the insurance against death may be taken at such low rates that even privates can carry the maximum policy of \$10,000. Free hospital treatment and appliances for mutilated men are provided for, and the government may require vocational training and re-education.

"Its main purpose," says the secretary,

is to grant a reasonable government indemnity against the losses and risks incurred in the discharge of a patriotic duty and in the performance of extraordinarily hazardous service to which the government has called and forced the citizens. It provides not only for the man, but for his family.

It aims to accomplish these ends by granting a reasonable measure of indemnity against the risk of loss of support of the bread-winner, or of life and limb, or of present insurability at ordinary rates.

As to family allowances, the measure proposes that allotments from the soldier's pay shall be compulsory, unless waived or exempted under regulations, for a wife or children up to 18 years of age, or if the dependents are "incapable of pursuing a substantially gainful occupation because of mental or physical infirmities." Allotments of the soldier's pay for other dependents are to be voluntary. Compulsory allotment from his pay will have a minimum of \$15 a month and a maximum of one-half pay. The allowance given the family from government funds ranges from \$5 to \$50, according to the size of the family and, except as to wife and children, the actual needs of the dependents and the amount usually contributed by the soldier to their support. No allowance will be made to these kindred by the government unless voluntary allowance is made by the soldier, in which case a minimum of \$5 and a maximum of one-seventh pay is a condition to the government payment.

In a letter transmitting the bill to the President, Mr. McAdoo points out the justice of liberal treatment of men

forced into the service under conscription and the benefit, not only to dependents, but to the morale of the fighting force, in having a man's mind at ease regarding his family while he is away and in case he is wounded or killed. These "provisions for the men and their families should not be offered as gratuities or pensions and they should not be deferred until the end of the war . . . not be left, as in previous wars, to the uncertain charity of the communities in which they live."

This illustration of the operation of the plan is given by Mr. McAdoo:

A private gets \$33 a month for service abroad. If he has a wife and two children he must allot to them at least \$15 out of his pay. The government supplements this by giving the family an allowance of \$32.50. This family's minimum income, therefore, would be \$47.50. The father can allot as much more as he pleases. If there is another child, the government will allow \$5 additional. If that man should have a mother or father actually dependent upon him, and to whom he has been accustomed to contribute, say \$15 a month, he can secure an allotment of \$10 a month from the government for the parent by allotting \$5 more of his pay. Thus, the private with a wife, three children and a mother actually dependent upon him, by giving \$20 out of his \$33 a month, would get from the government for his family \$47.50 a month, giving the family an income of \$67.50, and still leave the man \$13 per month for spending money. If there are more children, or if there is also a dependent father, the government would give up to \$50 in all, over and above the man's own allotment.

The family allowances, payable monthly, are as follows:

Class A. In the case of a man to his wife (including a former wife divorced) and to his child or children:

- (a) If there be a wife but no child, \$15.
- (b) If there be a wife and one child, \$25.
- (c) If there be a wife and two children, with \$5 per month additional for each child, \$32.50.
- (d) If there be no wife, but one child, \$5.
- (e) If there be no wife, but two children, \$12.50.
- (f) If there be no wife, but three children, \$20.
- (g) If there be no wife, but four children, with \$5 per month additional for each additional child, \$30.

Class B provides \$10 for one parent, \$20 for two parents, \$5 for each grandchild, brother, sister and additional parent. In the case of a woman with dependent children the amounts are as in d, e, f and g above.

Included among "children" for the purposes of the act are stepchildren living in the household, children legally adopted and illegitimate children, the last, "as to the father, only if acknowledged by him, or if he has been judicially ordered or decreed to contribute to such child's support." A "parent" includes grandparents and step-parents of either man or wife, while "brother" and "sister" include those "of the half blood as well as of the whole blood, stepbrothers and stepsisters and brothers and sisters through adoption."

Finally, as to these dependent families, a "wife" is thus defined:

That for the purpose of this Act marriage shall be conclusively presumed, in the absence of proof that there is a legal spouse living, if the man and woman have lived together in the openly acknowledged relation of husband and wife during the two years immediately preceding the date of the declaration of war, or the date of enlistment or of entrance into or employment in active service in the military or naval forces of the United States if subsequent to such declaration, or during the two years immediately preceding the man's death or the beginning of the disability.

The compensation section of the bill provides that "if death results from injury" the payments shall be the following percentages of his army pay:

- (a) For a widow alone, 25 per cent, but not less than \$30; (b) for a widow and one child, 35 per cent, but not less than \$40; (c) for a widow and two children, 40 per cent, but not less than \$50, with 5 per cent additional, but not less than \$5, for each additional child up to two; (d) if there be no widow, then for one child, 20 per cent, but not less than \$15; (e) for two children, 30 per cent, but not less than \$25; (f) for three children, 40 per cent, but not less

than \$35, with 5 per cent additional, but not less than \$10, for each additional child up to two; (g) for a widowed mother, 20 per cent, but not less than \$25; the maximum monthly compensation for death shall be \$200.

For total disability from injury ("so as to make it impracticable for the injured person to pursue any gainful occupation") the compensation will be the following percentages of a man's pay:

- (a) If he has neither wife nor child living, 40 per cent, but not less than \$40; (b) if he has a wife, but no child living, 50 per cent, but not less than \$55; (c) if he has a wife and one child living, 55 per cent, but not less than \$65; (d) if he has a wife and two or more children living, 60 per cent, but not less than \$75; (e) if he has no wife, but one child living, 50 per cent, but not less than \$50, with 5 per cent additional, but not less than \$10, for each additional child up to two; (f) if he has a widowed mother substantially dependent on him for support, then in addition to the above, 10 per cent, but not less than \$10; \$20 additional for a helpless person in constant need of nurse or attendant; the maximum monthly compensation to be \$200.

No attempt is made in this measure to work out the details of means and methods of rehabilitation and re-education of the injured men, but the bill establishes two principles:

1. The man's obligations to avail himself of such opportunities as the government may provide or cause to be provided, under penalty of loss of compensation during any period of unreasonable refusal.
2. A man's right to disability compensation regardless of his individual economic recuperation, this being considered by the framers of the bill as "an essential spur to the full development of his potentialities."

Compensation for death continues until the children are 18 years of age, and until two years after the remarriage of the widow. The amount of the grant is to be determined by the family status at the time of each monthly payment. This, in order that the young man returning home in a maimed condition may have the adequate care of wife and children.

When death or disability occurs after discharge or resignation, compensation for such death or disability resulting from injury suffered or disease contracted in the course of service will still be paid, if proper certification of injury is made within one year after resignation or discharge.

On the administrative side, the bill provides for a division of the War Risk Bureau into two sections—one on Marine and Seamen's Insurance and the other on Military and Naval Insurance. Each division is to have a commissioner under the direction of the bureau.

The most notable and novel provision in Judge Mack's bill is the government insurance of soldiers and sailors. The committee of insurance men, representing the great private insurance companies and societies, reported adversely upon the idea of governmental insurance "over and above the compensation on the ground that the other provisions were liberal enough." Judge Mack had the support, however, of both the treasury officials and the labor committee of the Council of National Defense, as well as Assistant Secretary of Commerce Sweet and Insurance Commissioner Nesbit of the District of Columbia, who first suggested it. The bill will enable any man in the service to buy from \$1,000 to \$10,000 of insurance at a premium rate for the war period estimated at from \$7 to \$8 per \$1,000. The Insurance Committee objected that this was discriminatory against the poor man, and suggested as a substitute that the government pay \$1,000, over and above any other compensation, in each case of death during service or within five years after discharge from the service, to such beneficiary as the man might name.

Secretary McAdoo vigorously defends the insurance pro-

posal. It was drafted by Judge Mack after a study of the situation and the practice here and abroad. The bill, as a whole, had the advice and help of Captain S. H. Wolfe, of the War Department, an actuary; Assistant Secretary Edwin F. Sweet, of the Department of Commerce; Major Henry Leonard, of the Navy Department; Julia C. Lathrop, of the Department of Labor, and an advisory committee, including P. Tecumseh Sherman, J. W. Sullivan, Frank Whiting, F. Spencer Baldwin and D. L. Cease, with aid from V. Everit Macy, A. Parker Nevin and Lee K. Frankel, of the Executive Committee of the Committee on Labor, and it was put in shape by the Legislative Drafting Bureau.

As a means of promoting the purchase of government insurance, the bill prescribes that the War and Navy Departments may, by regulation, compel men who do not allot one-half of their pay to deposit with the government the difference between their allotment and one-half their pay, these deposits to bear 4 per cent interest, compounded semi-annually. This compulsory impounding of a part of the pay of the soldier is expected to result in his allotting a reasonable sum to the payment of insurance premiums.

"The risk of non-insurability at ordinary rates," says Secretary McAdoo,

is indemnified against by the issuance of government insurance, covering total disability and death, to officers, men and army nurses while in active service as part of the military or naval forces.

The excess cost due to the increased mortality and disability risk should clearly be borne by the government. The cost of administering the insurance bureau for the benefit of the fighting men is also a proper governmental charge. As the government will not have the other expenses incident to insurance, the premium rates to be charged by it are based upon the mortality experience tables of peace times without "loading." "Loading" comprises overhead charges, commissions to agents, advertising etc., and is a large item in the premium charges of private companies.

The cheapest form of insurance, costing during the war on an average \$8 per \$1,000 of insurance and thus bringing even the maximum of \$10,000 insurance within the reach of practically every private is provided for. After the war the insurance may be converted into other forms with earlier maturity, the premiums to be based, however, on the same mortality tables and without "loading." All insurance is to be payable in installments, to be non-assignable and free from the claims of creditors either of the insured or of the beneficiary. It is to be limited to wife, children, and other specified kindred. It must be applied for within 120 days after the terms are promulgated or subsequent enlistment or entrance into the service. For those who are totally disabled or die before they have had an opportunity to insure within the prescribed period of 120 days, insurance in the sum of \$5,000 is deemed to have been applied for and granted.

Through the insurance the opportunity is given to every man to gain greater protection for himself and for his family than the government itself voluntarily gives in case of total disability or death resulting from injuries or disease contracted in the service.

But it ought also to check any future attempts at service pension

legislation by enabling a man now to provide against impairment through old age, total disability or death resulting from other causes and to give all this protection to those kindred who may be dependent upon him and who do not share in the government compensation. Under the present laws monthly service pensions range from \$12 to \$30 for a man, and \$8 for the widow and \$2 for a child.

The bureau is further empowered to give information to the men and to act for them in respect to their outstanding insurance. In this way many existing policies that might lapse may be saved by prompt payment of premiums out of the man's deposit.

Mr. McAdoo estimates that "if the bill is promptly enacted into law, the total expenditures for the first and second years will be as follows":

	First Year	Second Year
Family allowances.....	\$141,000,000	\$190,000,000
Death indemnities.....	3,700,000	22,000,000
Compensation for total disability.....	5,250,000	35,000,000
Compensation for partial disability....	3,200,000	21,000,000
Insurance against death and disability	23,000,000	112,500,000
Total.....	\$176,150,000	\$380,500,000

Discussing the suggestion that the cost of this system is too great, Mr. McAdoo says:

Personally I have no patience with such a suggestion; I confess that I have only compassion for it. If under this measure the annual cost of doing justice to our fighting men and their dependents should amount to five, six or seven hundred million dollars per annum at the crest of the load, it is an insignificant sum as compared with what these men do for their country and for the world. At this time we are contemplating expenditures during the fiscal year 1918 of more than ten billion dollars for the prosecution of the war—for the creation of armies and death-dealing instruments to be used in destroying enough human life to restore peace and justice in the world. Shall we hesitate to expend seven hundred million dollars more per annum if need be—only about 6 per cent of the amount we propose to expend for purposes of the war—for the protection of the widows and orphans, the dependent and the injured, who, after all, make the greatest sacrifices of any part of our people for the safety, security and honor of our country?

Furthermore, it must be borne in mind that the government will not escape these expenditures if this plan of compensation and insurance should be rejected, for the pension system would then be resorted to and the cost would likely exceed that of the proposed plan. At the same time the pension system would not provide the same benefits nor cover the subject in the same comprehensive, humane and equitable way. No provision is made in our pension laws for family allowances while the men are at the front nor for rehabilitation, life insurance, etc., etc. I earnestly recommend enactment into law of the proposed measure.

But even if the bill should become law as it stands, Mr. McAdoo declares that

it is clearly recognized that the government can offer but the minimum protection based on general averages throughout the country and that in many states and large cities especially supplemental grants will be required. State and municipal legislation will be expected to meet this need.

President Wilson wrote Mr. McAdoo in reply:

I have examined the enclosed papers very carefully and take pleasure in returning them with my entire approval.

COMRADES

By Paul Lyman Benjamin

I SAW a man who trudged along a road,
 Footsore and weary with the soil of it,
 And well-nigh spent with all the toil of it.
 With sagging knees that wobbled as he
 strode,
 He whipped his flagging spirits with a goad
 Of will which drove him through the broil
 of it,
 To do his bit through all the toil of it,
 To do his bit beneath his irksome load.

But one there came with joy a part of him,
 A merry lad, who whistled, blithe and gay,
 Who whistled clear with all the art of him,
 And called, "I'll help you with your load
 today.
 I'll help you"; oh, the hungry heart of him
 Who heard that comrade's voice along the
 way.

THE FIRST OBLIGATION

YOUNG men of military age and normal physique who are social reformers by instinct and conviction will ordinarily find their best occupation at the present time in military service. Where the armies and navies of the nations are fighting for democracy and for the maintenance of the fabric of international law, there rather than in relief work, or in other civilian occupations, should social workers and students of social problems take their place shoulder to shoulder with the elect of every other calling. And where these able-bodied, fighting men are in the body, there in the spirit should be the rest of us who are not young enough or strong enough to be acceptable.

The nation demands, and rightly demands, the unqualified moral support of all its citizens—male and female, qualified or not qualified for military service. The basis of this demand is not patriotism in general, or militarism in any degree, but the very justice of the national cause, the supreme importance of the issues at stake. Truth needs now not apologists, but defenders. Humanity needs not lip confessors, but champions. Civilization needs not expounders, but exponents. Internationalism needs practical builders who know the precise lay of the national foundations. The peacemakers who shall be called the children of God are none other than the stern, unsentimental, stout-hearted fighting men who now strive with might and main to build a lasting international peace, who are the exponents of civilization where it is threatened, the champions of humanity, the defenders of truth.

These are the great social forces of war time: faith in the righteousness and justice of the national purpose; reliance on the moral support of the whole body of the people; voluntary suppression of captious criticism; and strenuous, unified support through all legitimate channels of those who in the fighting forces or in the government are carrying the burden of responsibility. Official and voluntary social agencies, educational and philanthropic institutions, have a conspicuous part to play in securing this unity of action and unanimity of support.

The conscientious objectors and those who clamor for peace without regard to the purposes of the war and whether they have been attained need not be judged harshly; but they are to be pitied that in the greatest crisis of all history they have failed. The nation needs their moral support and they have been unable to respond. Issues more profound than those of the Reformation or the French Revolution have left them cold. They have had to make nice calculations as to how far they can go in opposition to the national will and still keep out of jail. They are deserters where they might have been partakers in the national life at one of the supreme moments. They are exerting a divisive, paralyzing influence, as far as their influence goes, instead of a strengthening, unifying and invigorating force. The grievance against them is not so much any positive harm they will do, as that they are a burden to carry, a negative instead of an affirmative element in its long struggle for a lasting and desirable peace. In order that we may live peacefully hereafter with Germans, the first consideration is to win this war against the military autocracy of Germany. To win this war will not of itself overthrow Prussian militarism. That can be done only in Germany itself. But defeat in the war will make the task of those Germans who desire liberty and international peace based on law and mutual good will infinitely easier. Internationalists and social reformers belong above all others in the fighting ranks of America.

War has its own dangers physical and social, both in defeat

SOCIAL FORCE

and in victory. Against those dangers we shall need to create our defenses and safeguards and we shall have to do this as we go along. About the least useful of all people, however, in the defense against such dangers will be those who stand aloof from the emotions and do not share affirmatively in the national undertaking. The first qualification for preserving the ideals of democracy at home in the present crisis is to appreciate its deadly peril in the world at large.

A PERMANENT NATIONAL REGISTRY

THE exigencies of war have already made us acutely conscious of some of the defects in our social organization. One of these is the almost oriental indifference we show about the human units of our population. Once in ten years we count them, to be sure, and we began to do this before the European nations generally had adopted the plan of a periodical census. That is as much as we do, however, as a nation. Between times, if we happen to want to know what the population is—as we frequently do—we have no recourse but to estimates.

Estimates we call them when we want to believe in them, but what with immigration, migration north and east and west and to cities, the mobility of labor generally, and variations in the rate of natural increase and decrease by birth and death, we know perfectly well that they are nothing but guesses, no matter how laborious the calculations we perform to arrive at them. When it is a question merely of the total population of the whole country, the estimates prove to be close to the facts, but for a single city or state, especially if sub-divisions of sex and age are attempted, they are disappointing.

Some states and some cities, more curious about themselves than the rest of the nation, make a count of their own between the federal census years, but it is generally found that estimates based on these local counts are wilder guesses than those which depend on the federal censuses alone.

When Congress decided to raise two armies of half a million each, from the male population "between the ages of twenty-one and thirty, both inclusive," Congress knew that we had more than a million men of that age, and could even count with confidence on there being something like ten million, as the Census Bureau estimated. Where these young men lived, however, how many of them were unnaturalized foreigners, how many were "alien enemies," what occupations they were in, how many of them were proper subjects for exemption within the intention of the draft law—such vital questions as these could be answered only by conjecture.

On one of these points, the first and simplest, the distribution of the men of draft age over the country, estimates were worked out by the Census Bureau. The registration in the state of Washington was 49.8 per cent of this estimate; in Michigan and Connecticut it was 129 per cent. This does not mean that there was evasion in Washington and duplicate registration through excess of patriotism in Connecticut and Michigan; nor does it mean that the Census Bureau made mistakes in its calculations; but merely that population had shifted between 1910 and 1917 in different directions

in WAR TIME

By Edward T. Devine

and different degrees from those that had characterized its development in the decade between 1900 and 1910, and that there was no means of knowing what the changes had been.

If we had a permanent registration of the entire population, kept constantly corrected, such as several European countries have had for many years, all this information would have been automatically available when it was needed. As it was, it was necessary to make a special enumeration of the men concerned, creating an elaborate machinery for the purpose, interrupting important work in order to supply the personnel, and waiting until the work was done before the draft could be made. The law was signed on May 18; the state quotas were not allotted until July 13.

The inconvenience of such ignorance as ours about the population at a time like this must be clear to all. It has less obvious disadvantages which are more serious. For example, the estimates of population which have proved so far from accurate in certain cases are the only basis we have for the vital statistics which are our guide in measures for the public health. The death-rate of men 21-30 years of age in Washington this year, based on the estimated population, would be only one-half the true death-rate; in Connecticut it would be 29 per cent too high. This is probably the extreme instance. Probably women and children and older men have not been shifting so abnormally as the particular group of men in whom we are just now most interested. In greater or less degree, however, the lack of accurate information about the population hampers us in all our social planning.

A general registration of the entire population, kept constantly corrected from birth to death, would replace the fifty or more partial registrations which we now have—taken by as many different authorities, official or self-constituted—each affecting a considerable part of the population and overlapping one another to an extraordinary degree. A single comprehensive one would be much less expensive. It should, of course, be accessible to all who have legitimate occasion to consult it, but not to the idly inquisitive. In Europe it is ordinarily administered by the police department. In America the health department would probably be an equally efficient and more acceptable agency; or it might be better to organize a special registration service throughout the country, responsible to the federal census bureau.

Whatever the machinery decided upon, the product, when perfected, would be of inestimable advantage to social welfare. It would make possible accurate vital statistics. It would simplify elections, assessments, the securing of all sorts of licenses, the enforcing of child-labor laws and school attendance. It would serve as a guide for town-planning, school-planning, church-planning. It would keep us informed about many economic and social conditions. It would save the ordinary citizen and many officials a great deal of inconvenience. The war is habituating us to the idea. This may be an opportune time for the formation of a national committee which, acting with the census bureau and other registration authorities, would work out a plan and begin to "educate the public" to accept or even to demand it.

QUEER AMERICAN INFLUENCES IN RUSSIA

MEMBERS of the American mission to Russia seem to have been surprised and shocked by the unfavorable accounts of American life given in that country by many of the ten thousand or so who, with the permission and in some cases with the help of their government, have returned from the United States after the fall of the dynasty. Had they been more intimately acquainted with the life of the Russian colonies in the United States, the critical attitude of these recent emigrants might have appeared to them more natural.

Of pure Russians, that is excluding Jews and Ruthenians as well as Poles, Lithuanians and Letts, there are in the United States probably 300,000. The largest colonies of them are in New York, Pennsylvania and Illinois. The city of New York probably has 30,000 of them and Chicago about 20,000. Of western cities none has a Russian population of more than 5,000. Though the proportion of illiterates among American Russians is much smaller than in the home country, they are handicapped by their ignorance of the Roman alphabet and in many cases by an education much inferior to that of immigrants from other European countries. In spite of this, the proportion of men of extraordinary intellectual gifts is considerable among the Russian immigrants, for the simple reason that in their case much more than in that of others it was a striving for spiritual emancipation rather than economic allurements which brought them to this country.

Different circumstances have thus combined to make the Americanization of our Russian immigrants particularly difficult of accomplishment. Owing to the language barrier between Americans and Russians, leadership has almost entirely been in the hands of intellectual Russians, usually political refugees, with an intense enthusiasm for the ideals of democracy but little versed in practical affairs and little acquainted with the conditions of life in this country. Superstition, drink and ignorance on the one hand, anarchism and communism on the other, have fought for the souls of our Russian brethren.

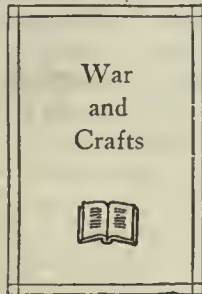
Owing to their ignorance of the language and owing to their social habits, Russian immigrants, even more than other immigrants, have congregated in our large cities, with the result that many of them have become demoralized by bad housing conditions and by that despondency which comes from lacking opportunities of self-realization. If some of these men, disappointed in what they had expected to find in America, return to their own country with stories of the hardships which await the immigrant here—perhaps exaggerated yet based upon painful personal experience—they are victims of circumstances rather than wilful perverters of truth. If we have, perhaps, some little reason for blaming them, let us not forget the much greater blame which attaches to us as American citizens for having allowed so large a group of fine and well-intentioned participants of our national life to become disillusioned and to return home bitter assailants of our institutions instead of grateful guests. We have left them to exploiters, at their work, in their home life, and in their recreation. By failing to provide them with enlightened leadership, which should sympathetically study their particular needs and organize them into a community life favoring rapid adaptation to our conditions and ideas, by persecuting their own leaders as dangerous agitators instead of entering with them into relations of mutual education, we have raised up accusers of the sincerity of our democracy. They might have been a most valuable link between us and the great democracy in the East; they have

[Continued on page 449]

Book Reviews

THE RESTORATION OF TRADE UNION CONDITIONS

By Sidney Webb. Nisbet & Co., Ltd., London, 1917. 109 pp. Price, 1 shilling; by mail of the SURVEY, \$4.6.



This little book of approximately one hundred pages should at the present time demand the serious attention of every trade-unionist, employer, and citizen interested in industrial relations; for in it Sidney Webb discusses one of the serious questions facing the English nation: How

is organized labor to be restored to the *status quo ante* when peace is signed?

For shortly after the outbreak of the war the trade unions were asked to surrender their customs and rules which they had established after decades of bitter struggle. They were asked to do this for the duration of the war only. Realizing the pressing necessity for the increased production of munitions, they patriotically agreed to comply with the government's request.

With trade-union rules suspended, a tremendous revolution has occurred in British industry. Process of manufactures has been changed; new and additional machinery has been introduced; boys, women and unapprenticed men have been engaged in work formerly done by skilled craftsmen; piece-work and bonus systems have been substituted for time-wages, without any collective agreement upon a piece-work list of prices; hours of work have been increased; production has been speeded up; customary understandings among the workers of what constituted a fair day's work, or what time should be taken for particular jobs, have been abandoned; "scientific management" comparatively unknown in English workshops before the war, has become the prevailing practice.

So far-reaching have these changes been that the British government will not be able to fulfill its pledge of restoring trade-union conditions at the end of the war. Employers will not scrap their new machines, they will not give up the technique of "scientific management." Nor will the new operatives, consisting mainly of women and unskilled laborers, leave the positions from which they have been so long excluded by trade-union rules.

What, then, can be done? How can the government and employers fulfill their pledge? Not by a policy of sham restoration, is the reply, for the mere declaration or even enactment that trade-union rules are re-established will not alter the new conditions in industry. What is needed, we are told, is a new industrial charter. And so Mr. Webb outlines five essential features of such a charter.

The first one deals with the prevention of unemployment. When demobilization will come, and at the same time a vast number of munition workers will be discharged, there will, of course, be the danger of a grave unemployment situation. Enormous public works, on the other hand, will have to be

carried on at the conclusion of the war. Mr. Webb, therefore, urges the government to plan this work over each decade in such a manner as will maintain approximately level from year to year (including the fluctuating wage total of capitalist employers) the aggregate wage total of the kingdom. In addition, Mr. Webb would have the government pay one pound a week to the Trade Union for every member for whom the employment exchanges will be unable to find a situation.

The second feature of the new industrial charter provides for the maintenance of the standard rates. The author suggests the formation of joint boards of employers and trade unions in each industry, who "should be required, within a certain time, to formulate for the whole industry a precisely definite standard rate applicable to each trade and section of the industry and based upon the existing practice of the best employers." The same board should fix piece rates. He would also have minimum wages prescribed for those industries in which the bulk of operatives earn less than 30s. per week.

A constitution for factory and industry is next outlined. The main provisions of this constitution should be the universal acceptance of trade unionism by employers, and the establishment of workshop committees to whom the employer should be required to communicate any new rules at least one week prior to their adoption. And, if possible, he would have a deliberative, national council for each industry which would consider such general questions as the regularization of wages, unemployment, employment of partially disabled soldiers, technical training, publicity, and investigation into possible lines of improvement.

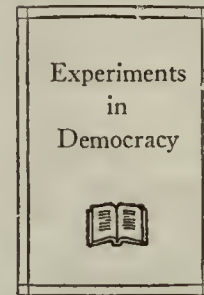
If the workers, in the fourth place, are to be guaranteed against unemployment, against the nibbling of the standard rates, and against the dangers of individual bargaining, they should give up those customs which restrict output.

Finally, "the skilled crafts should abandon their monopoly, and allow the employer to put any person, male or female, to any work, conditional on (1) the fixed standard rate for the work as actually performed being paid; and (2) on the person immediately joining the Trade Union concerned (which must, of course, be open to that person)."

BEN M. SELEKMAN.

THE WORKERS AND EDUCATION

By Frederick John Gillman. George Allen & Unwin, Ltd., London. 68 pp. Price, \$4.0; by mail of the SURVEY, \$5.0.



Concisely, but with sufficient detail, Mr. Gillman sets before us an account of some of the most vital of recent experiments in adult education. This little volume may be specially recommended to pessimists. Branches of the National Union of Railway men and of the Locomotive Enginemen

and Firemen sitting down together on a Sunday afternoon to discuss with the utmost frankness subjects of philosophy and religion; and, on the other hand, large employers of labor handsomely endowing educational institutions where socialism, labor organization and the most fundamental economic and social problems are freely discussed—where, in fact, budding labor leaders are equipped with knowledge and power—such things really can be found in England today.

Arising out of the adult school movement which, with a religious background, nevertheless has long become cultural in the widest sense, a new group of settlements, guest houses, lecture schools, summer schools, and study circles has grown up in recent years. The present reviewer has visited many of those mentioned in this book and can vouch for it that the description which it gives of the tone and freedom of these institutions—much too formal a term for these simple meeting-houses and country places—is in no way exaggerated. "It has often been remarked (of the lecture schools) that these meetings seem to recall the spontaneity and eagerness of the gatherings of the early Christian Church. Men and women have again and again testified that in them they have experienced new visions of religious truth and duty and have made fresh resolves for service."

The secret, if there be a secret, is perhaps that in this effort—as in that of the Workers' Education Association with which it is closely affiliated—the education of the adult is based upon a genuinely democratic foundation as regards everything connected with it, including choice of subjects, and, to some extent, of teachers. The religious motive is not tacked on as a necessary evil to please some financial supporter; nor is some fanciful excursion into economics, history, literature, and art, made the excuse for roping unbelievers into a religious meeting-house. Here the discussion of religious topics arises naturally out of the every-day problems in home, in industry, in politics, of those who come together. In the same way, history and literature, not as general branches of human learning, but where they touch and deepen every-day experience, naturally group themselves into a scheme of study which is spontaneous and vital.

Some of the most interesting experiments recorded in this book are those made by Theodore Grubb in a remote rural environment. Those interested in the rural church and desirous to know how a man of education can most advantageously share his gifts with the simple people among whom his lot is cast, should not fail to read how Grubb has succeeded in getting some fifty or sixty farmers to come together on dark winter evenings to read the Trojan Women of Euripides, or Boswell's Life of Johnson; small groups of working folk to study Irish poetry; and ploughboys to give performances of *As You Like It*. Everything is possible, provided you

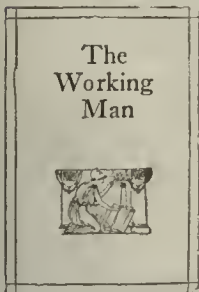
THE BOOKS

- GILLMAN: *Workers and Education*
 HALL: *Agriculture After the War*
 JONES: *Administration of Industrial Enterprises*
 LAUCK and SYDENSTRICKER: *Conditions of Labor in American Industries*
 SIMS: *Ultimate Democracy and Its Making*
 STEVENS: *Unfair Competition*
 WEBB: *Restoration of Trade Union Conditions*
 WILLOUGHBY, Etc.: *Financial Administration of Great Britain*

start in the right spirit of humility and true fellowship.
B. L.

CONDITIONS OF LABOR IN AMERICAN INDUSTRIES

By W. Jett Lauck & Edgar Sydenstricker. Funk & Wagnalls Co. 403 pp. Price, \$1.75; by mail of the SURVEY, \$1.90.



It was a valuable and worth-while thing that W. Jett Lauck and Edgar Sydenstricker did for the United States commission on industrial relations when they analyzed results of the more important inquiries of recent years into the economic condition of the wage-earner. Since the commission

failed to publish the report, it is fortunate that the authors have made a book out of it and that Funk & Wagnalls have published it, under the title Conditions of Labor in American Industries.

The book discusses the composition and character of the labor population of America, earnings, unemployment, family income, health; and briefly, under the chapter heading, Working Conditions, such subjects as hours, accidents, profit-sharing and welfare work. Despite these various subjects, the book is devoted, in the main, to an examination of the income of the American wage-earner and a consideration of its sufficiency.

The chapters that deal with that subject are worth reading. One may not always agree with the conclusions—based as they are on statistics that are anywhere from four to sixteen years old and some of them questionable too—but the discussions are illuminating and the figures are the only ones we have. Why the authors thought they ought to offer a minimum wage essential to the maintenance of a normal standard of life for a workman's family, it is difficult to understand, especially when they placed the figure at \$800 a year—a sum lower than other recent estimates and lower than the most authoritative data published in the book would seem logically to require.

It is a little hard to do justice to the book because the reader cannot help feeling, when he is through, that he has been somewhat trifled with. The book is full of little errors of varying degrees of importance, from misspelled names to misstatements of fact. Why must the authors refer several times to the "306 possible working days" in a year, as if everyone knew just which days they are, when, as a matter of fact, if you deduct the fifty-two Sundays there are three hundred and thirteen working days, and if you deduct the generally observed national holidays you will have in most of the industrial states three hundred and four days left? And then, somewhere else, without a word of apology, they make it three hundred days.

Dates get mixed, words are omitted, pages at one point are incorrectly inserted, and the SURVEY is solemnly listed as Official Organ of the Charity Organization Corporation of the City of New York!

These are minor matters, most of them due, unquestionably, to hasty proofreading. But there are other errors that are more serious. Lauck and Sydenstricker surely know that the non-union operators in the bituminous fields of the country are fairly numerous, and some of them are fairly large, yet they tell us (page 185) that there is only one big non-union operator in the country. It is equally incorrect to say that the opposition of the American Federation of Labor to eight hours by law is due to the opposition of the majority to the socialist faction. The Social-

ists believe in a legal limit on hours of labor, but so do John B. Lennon, James O'Connell and John Mitchell, not to mention the Pacific Coast unions, which are aggressive but as far from Socialism as Samuel Gompers himself.

It is a curious lapse when the authors intimate on page 309 that workers who have suffered for many generations from bad housing conditions have become accustomed to the situation and lost the desire for better surroundings. Not only is this view contrary to that of most students, but the authors themselves say on page 367, "there will be few to combat proportions of these wage-working families would live under such conditions (i. e., bad and insanitary housing) if their incomes were sufficient to enable them to live under better conditions."

JOHN A. FITCH.

THE ADMINISTRATION OF INDUSTRIAL ENTERPRISES

By E. D. Jones. Longmans, Green & Co. Price, \$2.00; by mail of the SURVEY, \$2.15.

The main topics treated in this-book are, first, the problem of equipment; second, the formation of an administrative organization; third, the adjustment of the relations of labor and capital; and fourth, the process of mercantile distribution. The factory, rather than the methods of commercial organization, has in the main been the subject of discussion.

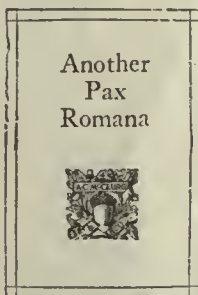
The treatment of the relations between capital and labor occupies approximately one-third the book. It considers in succession employment, shop training, discipline, the working environment, measurement of work done, rewards in wages and promotion or discharge, and welfare work. The various wage systems are treated in considerable detail.

The author's purpose has been "to trace the application of the scientific method in industry, and to point out the efficiency and the charm of an economic policy based upon welfare and service." In the opinion of the reviewer, Professor Jones has attacked this somewhat formidable task with considerable success.

E. B. GOWIN.

ULTIMATE DEMOCRACY AND ITS MAKING

By Newell L. Sims. A. C. McClurg & Co. 347 pp. Price, \$1.50; by mail of the SURVEY, \$1.65.



The optimism of a Jeffersonian democrat who is also a sociologist—the author is professor of sociology in the University of Florida—makes a very readable book of this statement of reasons for believing that the world is on its way to an ultimate democratization.

As conceived by him democracy is essentially a matter of equality, with liberty and fraternity as necessary expressions. It existed in the pioneer days of America, but has declined under the inequalities forced by our rapid industrial growth and under our wholesale welcoming of alien populations. This decline, he believes, is only temporary. Democracy will again come into its own when a program of four necessary changes has been fulfilled—economic equality; a eugenics to prevent inefficiency; a new type of sovereignty in which "the popular will causes the whole social organism to function for the good of all its parts"; and finally, "social equilibration," a process of so equalizing the various energies of the race that occasions for disturbances like wars between classes or nations will disappear. The remaining

chapters are concerned with the forces now at work to hasten this advance.

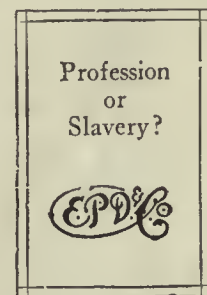
The book is interesting for the happy manner in which the writer marshals authorities and concrete instances (whose truth no one can deny) in defense of his cheerful thesis. We need not debate whether the democracy he beholds is quite so certain to arrive. More to the point is the bias which makes him single out equality as the distinguishing feature in democracy and then rule out as anti-democratic all that offends his idea of what equality should mean. For instance, it is not altogether scientific, to say the least, to look upon the immigration of recent decades as wholly a menace; and though he does not treat specifically the problem raised by the Negro, surely the latter cannot be absent from his mind when he adduces the necessity of a eugenics which will make equality possible by weeding out the "constitutionally incapable."

We prefer to believe that a much more desirable destiny for America than Professor Sims indicates is a democracy in which the existence of those biological diversities which he deprecates is rather regarded as a challenge to the ethical sense to produce a finer mode of living together than any democracy, past or present, has cared to create. The type of social stability which he hails as an ultimate solution is perilously akin, we cannot help thinking, to the *pax Romana* of old.

HENRY NEUMANN.

AGRICULTURE AFTER THE WAR

By A. D. Hall, F.R.S. E. P. Dutton & Co., New York. 137 pp. Price, \$1.25; by mail of the SURVEY, \$1.31.



"In the forefront I should place the development in Great Britain of extensive farms worked upon the same principles as large industrial concerns." With this recommendation, the author puts himself in entire opposition to the recommendations of the majority of rural economists and land reformers in England

prior to the war. While there was disagreement on almost every other point, it was generally agreed that England suffered from the large size of her holdings and that progress was to be sought in rapidly increasing the number of smaller farms. But the war has changed many plans; and one would not be surprised to hear that Mr. Hall's ideas on the development of agriculture after the war are shared by many. For the viewpoint has undergone a complete transformation. Both rural and industrial problems now are discussed with an emphasis on productivity and efficiency such as England has never known before; whereas, three years ago, considerations of social economy were in the foreground.

Thus it is typical that Mr. Hall discusses at length the advantages of large-scale farming without once trying to reconcile his recommendations with the demand for a vastly increased independent rural population which dominated popular imagination during the Lloyd-Georgian land campaign. In 1913, the reader of this chapter would have said, "Of course, what you say may be very true about the necessity for large farms in order to make practicable the use of machinery and to work the land economically. But even a large addition of laborers per acre, and better paid laborers, is not the same thing as a strong, independent, self-reliant and prospering community of yeomen."

Then the talk was all of the laborer's "ladder of progress" towards independence and prosperity by the rungs of land and housing laws, minimum wage boards, right to own a garden, adequate provision of small holdings by state and county to meet the demand, credits, education, and cooperation. Now Mr. Hall seems to take it for granted that the nation will be satisfied if only conditions of labor are somewhat improved, provided that the maximum yield of food is obtained. Not that he is opposed to small holdings; indeed, he has some exceedingly thoughtful suggestions how the best might be made of them. But somehow one feels that, to his mind, their provision is at best a sop to popular clamor, and that the future of English agriculture lies in the laying together of holdings rather than their splitting.

Thus, though extremely interesting in his detailed suggestions, which often are much to the point, the author is unconvincing on his main thesis because this really hinges on a question which falls outside the scope of his book, namely: What is British tariff policy going to be after the war? If Free Trade is preserved in essentials, then this insistence on maximum food production for the nation is an exaggeration and a snare. There are other national interests which must not be lost sight of. Above all, the United Kingdom will need to use every incentive in her power to stimulate a return to the land and the building up of rural community life for the sake of the physical recuperation of the race. The creation of industrialized farming conditions with managers, superintendents, foremen, and a functional sub-division of skilled and unskilled laborers, such as proposed by Mr. Hall, would act in direct opposition to such incentives; it would deprive work on the land of the one hope which it holds out to the worker, the escape from wage slavery.

B. L.

UNFAIR COMPETITION

By W. H. S. Stevens. University of Chicago Press. 265 pp. Price, \$1.50; by mail of the SURVEY, \$1.60.

A government can recognize monopolies and control them, or it can rely on competition as the regulating factor. We have been committed to the latter policy, but it has not been self-operative. Hence the Sherman Antitrust law, and later the Trade Commission act. The effort to maintain free competition, however, has necessitated practical regulation. We have not yet officially recognized the legitimacy of combination, for the Sherman law is actively in operation, but under the pressure of war necessity coal and iron producers are being forced to fix prices. The experience of the war is going to make us recognize the monopoly principle in many of the fundamental industries and fix prices in those industries. This will make it the easier to maintain free competition where it is economically justifiable.

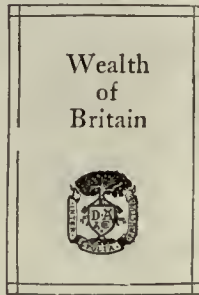
Mr. Stevens is confident of the Trade Commission's ability to cope with the evils of unfair competition. He does not seem to recognize that changes in governmental policy may be just as imperative as reformation of business ethics. There is a growing belief that we have sinned politically rather than economically. What is desired is maximum utilities at minimum cost. Where competition is wasteful it should not be forced by law.

Nowhere else will be found under one cover the data which this book supplies. For this reason it is of invaluable assistance to the student of the trust problem. Particularly timely is it at this moment when the question of policy in the matter of price regulation is in everybody's mind.

H. F. GRADY.

THE FINANCIAL ADMINISTRATION OF GREAT BRITAIN

By William F. Willoughby, Westel W. Willoughby, and Samuel McCune Lindsay. D. Appleton & Co. 362 pp. Price, \$2.75; by mail of the SURVEY, \$3.



This is the first of a series of studies in administration published, or to be published, by the Institute of Government Research, organized last year. The second volume is a much-needed translation of the seventh edition of Stourm's famous work on the budget. The third will be *The Principles Governing Retirement from the Public Service*, by Lewis Merriam. It is needless to say that such studies as these are valuable, for in the matter of efficiency in government we have much to learn.

The Financial Administration of Great Britain is in the form of a report by a commission of three American scholars whose qualifications for the task are well known to the readers of the SURVEY. It would have been difficult to find three men better qualified than they.

The original plans of the commission involved an intensive study of the financial administration of Germany and France as well as of that of Great Britain, but these were interrupted by the war and only the investigation of the British system was completed. The excellence of this one part will cause students of finance and government to regret that the plans could not be carried out as conceived.

Readers who desire a popular, and at the same time a scientific, account of the British system, will perhaps prefer E. Hilton Young's *The System of National Finance* (published in 1915) to the report under review. The two books cover much the same ground and the authors arrive at about the same conclusions as to the good and the weak points in the system. For American students, however, *The Financial Administration of Great Britain* will be superior to Young's volume because of its many references to American practice and its conclusions in the way of lessons the United States may learn from Great Britain.

The authors of the Financial Administration of Great Britain endeavor to set forth the fundamental principles upon which the British system rests and to bring out clearly the specific means employed in putting these principles into execution. After an analysis of the problem of financial administration, the commission discusses in turn in twelve chapters the fundamentals of the English system, the preparation and submission of "the estimates" by the executive, the character and form of these "estimates," appropriations in aid and the voting of moneys by Parliament, the disbursement of public funds, treasury control over expenditures, the office of Public Works and Public Buildings, the Stationery Office, the auditing of public accounts, the system of financial reports, and the budget.

Conclusions are drawn with more or less reference to our own situation. The authors suggest that in striving for budgetary reform in this country we should seek to secure the formulation of a budget by the executive and the provision of organs and a procedure through which budgetary control may be secured, and not seek to place limitations on the power now exercised by the legislative body in the voting of appropriations.

H. A. MILLIS.

BOOKS RECEIVED

- CIVILIZED COMMERCIALISM. By Ernest G. Stevens. E. P. Dutton & Co. 252 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.
- AMERICA'S CASE AGAINST GERMANY. By Lindsay Rogers. E. P. Dutton & Co. 264 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.
- A HANDBOOK OF AMERICAN PRIVATE SCHOOLS. By Porter E. Sargent. Porter E. Sargent, 664 pp. Price, \$2; by mail of the SURVEY, \$2.15.
- THE BRITISH NAVY AT WAR. By W. MacNeile Dixon. Houghton Mifflin Co. 93 pp. Price, \$.75; by mail of the SURVEY, \$.81.
- THE BUDGET. By Rene Stourm. D. Appleton & Co. 619 pp. Price, \$3.75; by mail of the SURVEY, \$3.95.
- THE RELIGIONS OF THE WORLD. By George A. Barton. Univ. of Chicago Press. 349 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.
- THE REBIRTH OF RUSSIA. By Isaac F. Marcossou. John Lane Co. 203 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.
- THE GETTING WELL OF DOROTHY. By Mrs. W. K. Clifford. E. P. Dutton & Co. 251 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.
- HOW TO CUT FOOD COSTS. By Lenna Frances Cooper. Good Health Publishing Co. 128 pp. Price, \$.75; by mail of the SURVEY, \$.80.
- THE SMALL COMMUNITY HOSPITAL. By John Allan Hornsby. Modern Hospital Publishing Co. 109 pp. Price, \$1.00; by mail of the SURVEY, \$1.06.
- THE HOUSE IN ORDER. By Louise Collier Willcox. E. P. Dutton & Company. 27 pp. Price, 25 cents; by mail of the SURVEY, 28 cents.
- A CONCISE HISTORY OF THE PRESBYTERIAN CHURCH. By William Hedy Roberts. Presbyterian Board of Publication. 85 pp. Price, 50 cents; by mail of the SURVEY, 55 cents.
- HEROES OF THE CAMPUS. By Joseph W. Cochran. Presbyterian Board of Publication. 168 pp. Price, 60 cents; by mail of the SURVEY, 66 cents.
- THE JOYFUL YEARS. By F. T. Wawn. E. P. Dutton & Company. 468 pp. Price, \$1.50; by mail of the SURVEY, \$1.65.
- THE MODERN MILK PROBLEM. By J. Scott MacNutt. The Macmillan Company. 258 pp. Price, \$2; by mail of the SURVEY, \$2.15.
- THE FRONTIERS OF LANGUAGE AND NATIONALITY IN EUROPE. By Leon Dominican. Henry Holt & Company. 375 pp. Price, \$3; by mail of the SURVEY, \$3.30.
- RURAL SOCIOLOGY. By Paul L. Vogt. D. Appleton & Company. 443 pp. Price \$2.50; by mail of the SURVEY, \$2.65.
- WOMAN'S EFFORT. By A. E. Metcalfe. Longmans, Green & Company. 381 pp. Price, \$1.25; by mail of the SURVEY, \$1.40.
- SHELL SHOCK. By G. Elliott Smith, M.D. Longmans, Green & Company. 135 pp. Price, \$1; by mail of the SURVEY, \$1.10.
- HENRY THOREAU. By Edward Waldo Emerson. Houghton Mifflin Company. 152 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.
- THE ORIGIN, SYMPTOMS, PATHOLOGY, TREATMENT AND PROPHYLAXIS OF TOXIC JAUNDICE OBSERVED IN MUNITION WORKERS. By T. M. Legge, M.D., and others. Longmans, Green & Company. 106 pp. Price, \$2.50; by mail of the SURVEY, \$2.60.
- THE ENGLISH-SPEAKING PEOPLES. By George Louis Beers. The Macmillan Company. 322 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.
- THE YOUTH AND THE NATION. By Harry H. Moore. The Macmillan Company. 179 pp. Price, \$1.25; by mail of the SURVEY, \$1.35.
- A STUDENT IN ARMS. By Donald Hankey. E. P. Dutton & Company. 246 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.
- THE MASTERY OF NERVOUSNESS. By Robert S. Carroll, M.D. Macmillan Company. 346 pp. Price, \$2; by mail of the SURVEY, \$2.15.
- THE MASTER OF THE HILLS. By Sarah Johnson Cocks. E. P. Dutton & Co. 327 pp. Price, \$1.50; by mail of the SURVEY, \$1.62.
- THE FRASER BUDGET FOR PERSONAL OR FAMILY EXPENSES. By Alice Spear Fraser. Tapley Specialty Company. 31 pp. Price, \$.75; by mail of the SURVEY, \$.82.
- WAR FOOD. By Amy L. Handy. Houghton Mifflin Co. 76 pp. Price, \$.75; by mail of the SURVEY, \$.80.
- THE LURE OF AFRICA. By Cornelius H. Patton. Missionary Education Movement. 205 pp. Price, \$.60 cloth; \$.40 paper; by mail of the SURVEY, \$.66, or \$.44.
- THE EVOLUTION OF MODERN CAPITALISM (Enlarged edition). By John A. Hobson. Chas. Scribner's Sons. 488 pp. Price \$1.50; by mail of the SURVEY \$1.62.
- A SOLDIER'S MEMORIES. By George Younghusband. E. P. Dutton & Co. 355 pp. Price \$5; by mail of the SURVEY \$5.20.
- GOOD HEALTH. By Alvah H. Doty. D. Appleton & Co. 304 pp. Price \$1.50; by mail of the SURVEY \$1.62.
- SOCIAL PROBLEMS IN PORTO RICO. By Fred K. Fleagle. D. C. Heath & Co. 139 pp. Price \$1 postpaid.
- THE MEXICAN PROBLEM. By C. W. Barron. Houghton Mifflin Co. 136 pp. Price \$1; by mail of the SURVEY \$1.06.
- CHRIST IN THE POETRY OF TO-DAY. By Martha Foote Crow. Woman's Press. 207 pp. Price \$1; by mail of the SURVEY \$1.08.



COMMON WELFARE

THE NEW SLOGAN, "BACK TO THE SEA"

THE lure of the sea, almost forgotten in this age of floating skyscrapers and machine-shops, is to be revived and held up before the eyes of American youth. Not merely the sea's old romance, but a career—an opportunity to work out a man's individual capabilities amid favorable rather than deadening surroundings, and an opportunity to help make American seamen the most advanced of the wage-working groups on the globe—this is the picture which the United States government, the ship-owning employers and the representatives of the International Seamen's Union and the Masters', Mates' and Pilots' Associations have outlined in a call sent out from Washington on August 9.

Back of this call is a series of conferences between these three factors—the government, the owners and the workers—which on May 8 led to tentative agreement upon an advanced scale of wages, since ratified by vote of the men and now ratified, in Washington, by a special conference committee of the three parties.

Under this agreement the old struggle between the ship-owners of the Atlantic and of the Gulf of Mexico against the organizing of the crews and against the enactment of the seamen's law is buried. The need for bringing men back from the land to the ships is imperative. Government influence has been turned upon the ship-owners, and self-interest—their desire to charter the government-built vessels which will soon be launched—has played a part. Andrew Furuseth, president of the International Seamen's Union of North America, has for more than a year been carrying on negotiations leading up to this treaty of peace and of mutual effort for the new merchant marine. Hence the conference of all parties in Washington on August 1-2, and the selection of a committee of six ship-owners, six representatives of the organized seamen and officers and one each from the Departments of Labor, of Commerce and

of the United States Shipping Board. This joint committee ratified the new wage scale, as follows:

Sailors and firemen, \$60 per month; coal passers, \$50; oilers and water tenders, \$65; boatswains, \$70; carpenters, \$75 per month; overtime pay for cargo work, 50 cents an hour; overtime for ship work, 40 cents an hour; bonus for going into the war zone, 50 per cent of wages, bonus and wages to continue until crew arrive back in the United States; compensation for loss of personal effects caused by war conditions, \$100; cooks and stewards to continue at their present rate of wages.

The committee then agreed

that a certain number of boys determined by the number of men carried are to be employed, in addition to the usual crew; that a number of ordinary seamen will be employed in proportion to the number of able seamen carried. Thus, a vessel now carrying 8 men on deck will carry 6 able seamen, 2 ordinary seamen and 2 boys, such ordinary seamen and boys to have ample opportunity to learn the work usually demanded of able seamen.

In other words, the old-time custom of teaching the sailing trade to boys who love the ocean will be restored to build up the personnel of the American merchant fleets.

No progress was made in settling the contest over the pass-book, or "welfare" system, on the Great Lakes lines, against which the seamen have fought for many years. The lakes ship-owners were not represented in the conference. Pledges were given by the government representatives, however, that a way would be found to end this grievance.

LAW AND ORDER FOR THE NEGRO

A VISION of a new South, in which the Negro, aided by the understanding and cooperation of the white race, shall live happily and usefully, free from violence and from discrimination, was raised at a Conference on Mob Violence held in Robert E. Lee Hall, Blue Ridge, N. C., the first week in August. Its principles were set down in permanent record and are to be projected into a substantial educational campaign. Educators, ministers, club-women, church leaders, editors, judges, state and county officials and doctors were among those who attended.

Especial significance was given the conference by the fact that, while its plans had been laid eighteen months ago, its actual sessions came at a time when Negro migration from the South to the North had made race relations the paramount social problem of the South and a pressing problem in the North.

The conference was brought into being largely through the activities of W. D. Weatherford, international student secretary of the Young Men's Christian Association, field secretary of the Blue Ridge Association and author of several books on the Negro.

That the Negro is not migrating purely because of higher pay and steady work was stated at this conference. While the occasion of the present migration is found in economic conditions, it has for background the fear of lynching and other violence, the fear of indignities to colored women by white men, a feeling of insecurity in all the relations of life, the necessity of paying more than the white man in stores and earning less in work, in unequal schooling, living conditions, traveling accommodations and voting, and with the general lack of a square deal.

"Black men are ready to give their lives, as American soldiers, in this world war to make the world safe for democracy," said Prof. John Wesley Gilbert, of Payne College, Augusta, Ga., a col-

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TO MAKE DEMOCRACY SAFE FOR AMERICA

RESOLUTIONS OF THE CONFERENCE ON MOB VIOLENCE

. . . We are convinced that the solution of the problem before us is essential to the task of making democracy safe in America, that America may help make the world safe for democracy.

1. The so-called Negro problem is a detail of the age-long and universal human problem of how the different peoples of the earth, and even the same people, though separated by differences in religion, language, customs, civic attitudes, social and economic status, occupation, profession and a multitude of other differences, can dwell together in peace, harmony and mutual helpfulness, and not in discord and mutual destructiveness. In but very few places on our planet has this lesson been learned; hence, the ceaseless wars, conflicts and frictions. The friction between the races in the South is but a part of this whole.

2. Probably the most fundamental and important element in the complex Negro problem is the economic one. Heretofore the strong, either in body or mind, have used their strength to exploit the weak for their own advantage and aggrandizement. The Negro, being weak, has naturally been exploited. When, in the new era that is dawning, the strong shall use their powers not to exploit the weak, but to serve them, then the Negro along with other weak and backward races shall receive not only a square deal, but help and encouragement to develop to the fullest his native capacities for the enlargement and enrichment of all human life.

3. This conference deprecates any lack of certain and speedy justice by due process of law in the case of any and all crime.

4. All officers of justice who resist any attempts at public disorder on the part of a mob should be publicly commended in the highest degree.

5. Public sentiment should be so cultivated as to make it impossible for any officer to retain public office who does not to the utmost of his ability carry out his full oath to enforce the law he is sworn to uphold.

6. We hold as fundamental that for the Negro, as well as for all other human beings, home ownership is the basis of security, stability of citizenship, full-statured civic responsibility, law and order, and social progress.

7. We recommend the establishment of law and order leagues everywhere, with a view to correcting unfortunate conditions and improving surroundings that lead to insanitation, poverty, disorder and crime, and charged with the duty of anticipating and preventing mob violence whenever threatened.

8. We urge the importance of regular and fearless charges to grand juries by trial judges on the evil of mob violence.

9. We look forward to the time when

physical and mental examinations by recognized experts shall be made of all persons on trial in our criminal courts.

10. We endorse the formation of a southern speakers bureau of law and order, the members of which may be called on to speak before all bodies concerned with social problems, looking forward to the establishment of similar bureaus in every southern state.

11. We realize the immediate need of a fund for publication and extension work, and to this end we urge that contributions be sent to Dr. W. D. Weatherford, Nashville, Tenn.

12. We suggest that abundant literature on race problems be placed in all libraries throughout the South. A reading list can be had from Dr. Weatherford.

13. We suggest the editing of text books on elemental morality, on the lives and works of noted Negroes, and on the problems and progress of the Negro race, to be placed in the regular curriculum of all Negro public schools.

14. Since the chief remedial force for the prevention of mob violence is the development of a right public sentiment, and since women have a large share in the creation of public sentiment, we believe there should be concerted action by women for the education of white women on the evils of mob violence, through the agencies of the home, the women's clubs, the church organizations, the schools and colleges. We believe that the women need to impress upon the men of the country that mob violence is not an effective protection of womanhood. We believe further that no race is stronger than its woman-kind, and therefore, we exalt the integrity of the home as the largest asset of any race, white or colored. We believe that true chivalry on the part of all men demands respect for womanhood, both white and colored.

15. A committee shall be appointed to submit to the consideration of state teachers' associations, state conventions of political parties, state press associations and state church conventions, short resolutions urging obedience to law and condemning mob violence.

16. That this committee prepare and submit to state boards of education for use in public schools in connection with the study of civil government, a monograph setting forth obedience to lawfully constituted authority as a paramount duty of citizenship.

17. We pledge to each other and to the people of both white and black races in the South our utmost endeavors to allay hurtful race prejudice, to promote mutual understanding, sympathy and good will, to procure economic justice, and in particular to condemn and oppose mob violence in all forms.

does not decrease crime; it merely adds to lawlessness. It does not protect women, and the publicity but adds to the distress of women victims.

The remedies for lynching and the less spectacular evils are to be found chiefly in the creation of a new sentiment and a new attitude toward the Negro and a new understanding of his problems. Dr. Weatherford said:

I am not sorry that Negro migration, with its immense economic loss to the South in labor values, has come. It is worth every dollar it has cost, if it wakes us up to the tremendous obligation we in the South have to work out our relations with the Negro. We have the biggest chance any people in the world's history ever had to work out the race problem; not the Negro problem alone, but the problem everywhere found of the relations of a race supposedly inferior to a race supposedly superior. To paraphrase the prophet Jonah, we are a nation on the high-road to a great destiny, but we are stumbling on that road. Let us cease to stumble.

The conference set down specific ways of improving race relations in its resolutions given in the adjoining columns.

The committee in charge is composed of E. C. Branson, professor of economics, University of North Carolina; Dr. Richard Hogue, Baltimore, Md.; C. D. Menzler, secretary of the Tennessee State Board of Charities; Mrs. Arch Trawick, Nashville, Tenn.; Jackson Davis, Richmond, Va., and W. D. Weatherford, Nashville, Tenn.

OSBORNE WARDEN OF THE NAVY PRISON

THOMAS MOTT OSBORNE, who, as warden of Sing Sing prison, was the first administrator to introduce self-government among adult male prisoners and who has done more than any other man of his generation to direct public attention to the harshness and stupidity of much of the old prison order, has been appointed commandant of the United States Naval Penitentiary at Portsmouth, N. H.

Mr. Osborne, it is understood, has been given a free hand by Secretary Daniels to apply his own theories of prison administration. Self-government will be introduced as soon as practicable. The inmates of a naval prison are in some respects better qualified to succeed with self-government than those in a large civil prison. The general level of intelligence of the prisoners is apt to be higher. The majority of naval prisoners, moreover, are young fellows who have gone wrong in some small way only; many of them have not really committed criminal acts and the percentage of so-called habitual offenders is small. A large number have been trained to wage-earning occupations.

Under Secretary Daniels, the principles of probation and of suspended and indeterminate sentences have been intro-

ored man, "but they want to feel their own lives and liberties are safe in the democracy here at home."

While the conference was severe in its testimony as to conditions affecting the Negro, it by no means gave the impression that his lot in the South is uniformly bad. In some places race relations are all that could be desired; in others unjust to the extreme. Negro migration has been largest from the places where wages and other economic conditions have been most unfavorable and treatment of the Negro most severe;

least, where wages and treatment are best.

Lynching as a preventive of any form of crime was shown to be absolutely futile. Only one-fourth of the lynchings in the last year were for crimes against women; many were for the most trivial causes. Race hatred breeds race hatred and race violence, race reprisal. Negroes connive to break the law and conceal offenders, because they feel sure they have small chance for justice. The spectacle of lynching breeds brutality in those who do it or see it. Lynching

duced into naval prison administration [the SURVEY, February 10, page 552]. Largely as a result of these reforms the number of naval prisoners decreased in the three years ending in 1916 from 1,835 to 620. The enlisted strength of the navy increased during this same period more than 6,000. How far the raising of the navy enrollment to war strength will increase the number of prisoners cannot now be told, of course.

Last winter Mr. Osborne spent a week in voluntary incarceration aboard the naval prison ship Southery, at Portsmouth, to study the conditions and treatment of the prisoners. Many of the changes he recommended were immediately ordered to be made. Later he investigated conditions at two state prisons where naval prisoners were confined, those at Weathersfield, Conn., and Concord, N. H. The prisoners there were subsequently transferred to the naval prison at Portsmouth.

In accepting his appointment as commandant, Mr. Osborne declared that it was particularly important at the present time that young men sent to the naval prison should be returned to the navy as fit for service as possible, and that he would endeavor to make this object the aim of his administration.

FOOD CONTROL ENACTED AT LAST

AFTER two months of wrangling in House and Senate, after many attempts of interested parties to weaken important provisions and of conscientious congressmen and senators to perfect a measure which in the nature of the case must remain incomplete, President Wilson, last Friday, signed the food-control bill and used the power it conferred upon him to appoint Herbert C. Hoover national food administrator. At the same time there was passed the food-survey bill, which authorizes the Department of Agriculture to investi-

gate those factors in the food situation which have to do with production and to aid increase of production by distribution of seeds, fertilizer, feeds, implements and other necessities.

Food control, as now subjected to Mr. Hoover's administration, also includes feeds, fuel, fuel oils and natural gas, fertilizer and fertilizer ingredients, tools, utensils, implements, machinery and equipment "required for the actual production of foods, feeds and fuel." All other articles, such as cotton and metals, introduced in the bill in various stages by amendment, were eradicated from the final draft.

The act in many respects is more drastic than any law as yet adopted anywhere for the purpose of preventing scarcity, monopolization and hoarding of food. It makes it an offense, for instance, to destroy any necessities for the purpose of enhancing the price or restricting the supply thereof; knowingly to commit waste or wilfully to permit preventable deterioration of any necessities; to hoard any necessities beyond the reasonable requirements of home or business; to attempt to monopolize them; deliberately to limit facilities for production, harvesting, manufacturing, transportation, supplying or storing; or to exact excessive prices.

The President is authorized to license the importation, manufacture, storing, mining or distribution of any of the necessities named and to make stringent regulations concerning the exercise of licenses. This will not, however, affect the business of farmers, gardeners or retailers, and aims at the correction of abuses practised by large dealers rather than interference with all the different branches of the trades concerned.

In addition to these various preventive powers, the President is authorized also to requisition foods, feeds and fuels or other supplies necessary, as the

act curiously words it, "to the support of the army or the maintenance of the navy," or any other public use connected with the national defense—which may, of course, include civilian uses, and, whether intended or not, would seem to enable the government to requisition these necessities in any case of famine, whether local or general.

Wheat, flour, meal, beans and potatoes are specified as articles which the government may purchase, store and "sell for cash at reasonable prices." But in regard to any of the necessities subject to control, the President may, upon his own judgment, take over for operation by the government any factory, packing-house, oil pipe line, mine or other plant and restore them to their owners when the necessity for their use has ceased. Both the purchase of the articles named and the temporary use of such premises and plants must, of course, be paid for at a reasonable price; and the act prescribes the procedure to be adopted in case of dissatisfaction with the compensation offered, which will ensure a fair and judicial determination.

Much social distress last winter and spring was occasioned by market speculation in necessities which was quite independent of actual supplies and was caused entirely by market and exchange quotations manipulated in the interests of particular holders. To prevent the recurrence of such artificial and harmful operations, in the act termed "evil practices," the government is authorized to make regulations governing and, if necessary, even prohibiting transactions under the rules of any exchange or similar institution. It may also demand such records and returns of all transactions of this kind as will disclose all the essential facts and appoint special agents for their investigation.

Minimum price determination, after all the arguments for and against, is limited in the act to wheat, the only



THE CONFERENCE ON MOB VIOLENCE AT BLUE RIDGE, N. C.

Men and women of the South who met to discuss lynching and launched an educational movement to overcome it

article whose greatly increased production must, for some time to come, be the anxious concern of this country both on account of its own needs and on that of its allies. For the crop of 1918 the price fixed for No. 1 northern spring is two dollars per bushel, and the minimum prices for other standard grades at the principal interior markets will be determined by relation to this price as a basis. Such determination will hold good until May, 1919. To prevent possible unfair competition of imported wheat which would defeat the purpose of this section, the government is given power to impose an additional import duty to level up the price to the price guaranteed to American producers.

The famous liquor clause, as finally adopted, provides that after September 6 no foods, fruits, food materials or feeds shall be used in the production of distilled spirits for beverage purposes, other than "for the fortification of pure, sweet wines." Importation of distilled spirits also is prohibited. The President is given power to regulate, limit or prohibit also the use of the materials mentioned in the production of malt or vinous beverages if necessary to insure a sufficient supply of food or if he deems it desirable in the interest of the national defense. The maximum penalty for violation of this clause or any regulations made under it is a fine of \$5,000 or two years' imprisonment. The President is also empowered "and directed" to commandeer any or all distilled spirits in bond or stock for redistillation if needed for the manufacture of munitions or military and hospital supplies and to take the place of other food materials which, without this source, would have to be utilized in the manufacture of such munitions or supplies.

For the administration of the act, the sum of \$2,500,000 is appropriated, in addition to \$150,000,000 which may be expended for the various purposes of the act. The act is in effect only for the duration of the war.

While in the case of food and feed stuffs, price regulation will take the form of actual manipulation of supplies, the President is empowered to fix the price of coal and coke, either wholesale or retail, for the whole country or for certain localities. This is to be done through the Federal Trade Commission. If a producer or dealer fails to comply with the regulations made his premises and business may be requisitioned for the period of the war. If a more drastic procedure seems necessary for the prosecution of the war, another section of the act enables the President to requisition all the output of coke and coal, either from any special area or from the entire United States, and to establish agencies for resale.

A special fund of \$10,000,000 is appropriated for the purchase of any

stocks of nitrate of soda found available and deemed necessary to increase agricultural production in 1917 and 1918, to be resold at cost price including expenses.

Already Mr. Hoover has taken a number of steps which will go far to make effective the intention of this law. A staff has been enlisted for the general administrative work. A commission, headed by Harry A. Garfield, son of the late president and president of Williams College, has been appointed to fix the price to be paid for the wheat crop of 1917. Wheat gamblers have been warned that, if necessary, the government will buy the whole supply. As a preliminary step, Mr. Hoover is taking over control of all grain elevators and mills with a daily capacity of over 100 barrels of flour, which will be subjected to a license.

Speculation in futures is strongly discouraged by the announcement that the government will have no regard to the normal price-making machinery in disposing of the wheat supplies of the country. Grain exchanges, by regulations coming into force on September 1, are required to suspend all dealings and quotations in futures. Both our allies and neutral countries will be rationed, so far as grain and flour supplies from this country are concerned, and all purchases for the former are centralized in the food administration—so that the price regulation made for the purpose of stabilizing the market cannot be upset by unforeseen foreign demands. A larger proportion of wheat than normally will be exported in the form of flour, for the double purpose of conserving cargo space and of keeping American mills fully employed.

In contrast with other government departments, the food administration is keeping the public fully informed of its plans and purposes and thus conducts, through the press of the country, an educational campaign which is arousing general interest in the more detailed processes of food conservation which affect every home.

THE SOCIALIST CONFERENCE AT STOCKHOLM

THE efforts to arrange an international conference of labor and socialist bodies at Stockholm date from prior to the Russian revolution. So far as the allied governments were concerned, there was no occasion to express approval or disapproval, since the labor and socialist parties of England and France themselves were opposed to participation in the conference. Resolutions to this effect were passed twice by the French Socialist Party, the first time with a large majority, the second time with the narrow majority of two votes. Until quite recently the British

Labour Party and the British Socialist Party also were opposed to taking part in what was branded as a pro-German move; only the Independent Labor Party—of which Ramsay MacDonald and Philip Snowden are leading members—desired to send delegates.

With the Russian revolution, the situation changed considerably. According to Morris Hillquit, of the American Socialist Party, who has twice been refused a passport to Stockholm by the State Department, it became a concrete and important proposition for Socialists in all the allied countries owing to two new factors previously non-existent:

First, the Russian Socialists were determined to reunite the Socialist International on the basis of the peace program which they had induced their own government to make its own, the famous program of peace without annexations and without punitive indemnities or, in President Wilson's phrase, peace without victory. Owing to the new struggles and triumphs of socialism in Russia, the sentiments of Socialists in other countries began to shift from national defense to industrial and democratic reforms.

Second, several more months of war and non-realization of the expected great spring offensive which was to shatter the German positions in France and Belgium increased the war-weariness of the workers in the entente countries. There has developed a more open mind to suggestions for an interchange of ideas such as proposed by the Russian comrades. Visits of Russian Socialist delegates in England and France and of French and English delegations in Russia also influenced the attitude of the Socialist and labor parties; and with their acceptance of the Russian invitation to meet in Stockholm with German delegates, the question of participation or non-participation has become a government question.

In this country, the State Department in declining to issue passports to Mr. Hillquit and his colleagues of the Socialist party, has the support of the American Federation of Labor, especially of its president, Samuel Gompers, who has declared that "such a conference" as that proposed "cannot at this time or in the near future be productive of good."

In England, on the other hand, the government by deciding to adopt the same course, has acted in direct opposition to the Labour Party which, on August 10, resolved by a ballot of 1,046,000 to 550,000 votes cast by 600 delegates to send a delegation. The present Cabinet thus has cut off the support of the party to which more than to any other it owes its office, thereby creating a political crisis.

From the obscurity which surrounds the motive of the allied governments in their hostility to the Stockholm meeting, it would seem, Morris Hillquit told a representative of the SURVEY that it is not its futility which they fear but, on the contrary, its possible effect in strengthening peace sentiment among the workers of the allied countries. It is not likely that German persuasiveness will disturb the sentiments of such men

as Arthur Henderson and Albert Thomas, the French minister of munitions and Socialist leader, who have proved themselves strong supporters of their respective governments in the conduct of the war; but there seems to be considerable uneasiness at the thought that peace terms are to be discussed at all at a representative gathering of working class leaders. "There is," says Mr. Hillquit, "no apparent enthusiasm in London and in Paris for peace on the Russian formula. But more obvious is the bureaucratic abhorrence of any international action taken without the due formality of accredited diplomacy."

Such discussion, however, even if it can be prevented from taking place by word of mouth, it is impossible to stifle. The British Labour Party on August 21 will discuss a memorandum prepared by a subcommittee of the executive committee upon the issues raised in the war and conditions of peace. This document, submitted in advance to the press, is by no means a demand for peace at any price, nor does it, apparently, mention an "early" peace. It states that Germany is threatening the very existence of independent nationalities, has struck a blow at all faith in treaties and, if victorious, would destroy democracy and liberty the world over. While disavowing a desire to crush Germany politically and economically, it expresses a strong resolve to fight until her defeat is assured.

As a condition of peace, it demands "complete democratization of Germany and Austria-Hungary, which now cannot fail to place themselves in line with other civilized nations on a frank abandonment of every form of imperialism, on the suppression of secret diplomacy, on the placing of the foreign policy under the control of elected legislators, on the absolute responsibility of the foreign minister of each country to the legislature, on concerted action for the limitation of armaments and the abolition of profit-making of armament firms."

Peace negotiations on the basis of this program would involve restoration of Alsace-Lorraine to France, securing of the legitimate interests of Italy in the Adriatic and Aegean, creating of autonomous government in Poland, re-establishment of independent sovereignty in Luxembourg, equal rights of citizenship for Jews, creation of an independent state under international guarantee in Palestine, creation of an international protectorate over Mesopotamia, Armenia and Arabia and over Central Africa.

As regards the effect which the holding of the Stockholm conference would have in Germany, only conjectures are possible. The previous visit in that city of delegates of the majority and minority branches of the German Social Democratic Party resulted in a visible

increase of sentiment in favor of an early peace on the basis of no annexations and of internal political reforms. "It requires no great political sagacity," says Morris Hillquit, "to see that the Stockholm conference can only have a salutary effect upon public opinion in Germany, that it would stiffen the backbone of socialist opposition to the government, both as regards a peace on the Russian terms and as regards democratization of the machinery of government." It is not known, of course, whether the German government will allow socialist delegates to go to Stockholm; there certainly is no indication whatever that the calling of that conference is in any way due to its desire.

"The Russian Socialists," says the usually well-informed *Manchester Guardian*, "have set their hearts upon this conference, and it is to be remembered that there are a great many of them, and that their sympathy can make things a great deal easier for us in this war, and that therefore we have much to hope from them." "It certainly is improbable," according to Mr. Hillquit, "that from a meeting with the delegates from the allied countries German Socialist leaders could gain information not otherwise accessible to them or that the Russian delegates, whether meeting them alone or together with their French, British and American comrades, could be won over for a pro-German program of peace terms."



"WAR'S HERETICS"

TO THE EDITOR: At a time when so many clergymen are spending their talents in denouncing the pacifist, it is refreshing to read the able plea by the Rev. Mr. Thomas in your hospitable columns [August 4, page 391]. May I ask the privilege of supplementing what he says in answer to the charge that the conscientious objector is a parasite?

It is true that the conscientious objector partakes of benefits which he did not help to win. Are men, however, to enjoy no advantages save those for which they have paid as dearly the others who made them possible? If so, then all of us, combatants and pacifists alike, must carry a frightful burden of guilt; for many of our advantages have been bought by sacrifices which we do not think of sharing.

For instance, thousands of lives have been crushed in coal mines. Are we therefore entitled to use coal only upon condition of our willingness to pay the same cost in blood? Then we ride in a railway car, we are enjoying what cost countless lives to construct. Probe deeply enough into the making of many of our necessities, and we shall find somewhere charged against them sacrifices like industrial disease or accident. Are we then shirkers when we choose not to dig coal or face death in a steel-mill? If, like Tolstoi, we decide to renounce the benefits of civilization for peasant life, we are confronted by

the fact that even the simplest tools we should use have a history which at some stage or other has spelt suffering and sacrifice far greater than our own.

If, therefore, some members of the community share the benefits of a war which they count unrighteous, their plight is no different from that of all of us in even normal times. The trouble is that most of us are simply unaware how we all enjoy advantages derived by methods which conscience condemns. But the very least we can do is to raise our voices in protest, as the pacifist is doing, and put every effort into preventing the continuance of the evil.

A dispassionate view ought to tell us that no wrong can be remedied unless people are willing to brand it as such, even when the country they love best is involved. When prayers for peace were uttered over here in October, 1914, America was ready enough to recognize how monstrous was the visage of the war-god. The pacifists are those who cannot believe that the war-god has been miraculously transformed into the angel St. Michael by the simple fact of becoming for the time being our own god. It is not that they care more for other countries than their own. On the contrary, just because they do care for our country, they want it to be true to what they conceive to be its finer mission.

HENRY NEUMAN.

[Leader Brooklyn Society for Ethical Culture.]
Brooklyn, N. Y.

EAST ST. LOUIS—WHY?

TO THE EDITOR: Practically all the discussion of the race riots in East St. Louis has neglected a fundamental factor in the inability of the second city of Illinois to control such an outbreak of violence.

The impotence of the police and municipal administration has been cited, but no explanation given of the significance of their weakness. In the light of the warning that "what happened in East St. Louis might happen anywhere" in the North under the pressure of cheap Negro labor migrating from the South, that explanation is of unusual interest. It is of interest, too, in light of the fact that citizens of St. Louis, Mo., have since been busy explaining that East St. Louis is across the Mississippi in another state, and that St. Louis must not be held responsible for East St. Louis' sins.

The explanation that explains whether it "can happen anywhere" will also answer St. Louis' proud disclaimer.

It is an old story—and simple.

East St. Louis is industrially part and parcel of St. Louis. It is the big shipping and railroad center of the metropolitan district. It is the Hoboken of St. Louis. It houses all those larger industrial processes of a big city which seek cheaper land and lower business costs, railroad yards, stock markets and warehouses. These represent the great corporations engaged in transportation. The history of East St. Louis is the history of the fight of these interests to create a monopoly control of transportation across the Mississippi. Under one power they have for years controlled every bridge, ferry company and most of the river front. (Their control is now for the first time slowly being broken by the city of St. Louis.)

To get this transportation monopoly these interests found it necessary to control the city government of East St. Louis. It has since been theirs without question and without a fight. (They once also owned the city government of St. Louis.) And East St. Louis is probably the most finished example of corporation-owned city government in the United States. This second city of Illinois is a by-word among reformers, for municipal corruption and inefficiency. Graft trials, bribery and scandals have been rife for years.

Prostitution, gambling, illegal liquor-selling, have all flourished. All the lawless elements turned out by the clean-ups in St. Louis have found their haven over the river in Illinois.

East St. Louis' failure to control the recent outbreak of race violence is only her long-standing failure to control every form of violence and lawlessness. It is due directly to the exploitation of the East St. Louis city government by selfish business interests. These are located chiefly in St. Louis, and constitute probably the most powerful single element in the organized commercial life of the city. They know no boundaries of state or city; they have no loyalties.

But among the chief interests in St. Louis which have put in a disclaimer for sharing the guilt of East St. Louis are the closest business associates of the monopoly crowd responsible for her corruption. Practically all the men in that crowd are citizens of St. Louis.

The East St. Louis outrages therefore are the joint product of corporation exploitation of city government for selfish purposes, and uncontrolled race prejudice in a labor struggle. In other cities race prejudice in labor struggles has not done such violence because the community forces of law and order controlled it. In East St. Louis those forces have not been operative for years.

The chief lesson to be drawn from East St. Louis, behind all other factors, is the need of freeing government from the control of selfish interests. If the people of East St. Louis really controlled their own government democratically, the recent outrages would have been impossible. All that the business interests need is a city government that will give them the privileges they want, and then let them alone. The politicians and the underworld can have the rest. But with the citizens really in control, law enforcement and public service would become realities.

East St. Louis is almost in a class by itself. It is among the last of the larger cities still so exclusively under the thumb of big business. No, it probably can't and won't "happen anywhere else," and St. Louis shares the guilt of her east side partner's corruption.

ROGER BALDWIN.

[Recently Secretary St. Louis Civic League.]

A NEGRO ON EAST ST. LOUIS

TO THE EDITOR: It was not labor masquerading under race prejudice, or even prejudice using the labor troubles as a pretence that caused the riots in East St. Louis; it was the absolute conviction on the part of the labor leaders that no Negro has a right to any position or privilege which the white man wants. Mr. Gompers, it may be remembered, in his reply to Colonel Roosevelt, complained that capitalists in East St. Louis had been "luring colored men" to that city. And a few days before the riots the secretary of the Central Trades and Labor Unions in East St. Louis had sent out a letter to this effect: "The southern Negro is being used to the detriment of our white citizens. The entire body of delegates to the central trades and labor unions will call upon the mayor and city council . . . and devise a way to get rid of a certain portion of those (Negroes) who are already here." The emphasis in both quotations is on color. Labor leaders are psychologists. They know that in this country the chances are more than even that any group of whites can attack a group of blacks, and not only get away with it, but probably have the protection of the laws. It was the connivance of the police and the militia which enabled the East St. Louis mob to expel from their homes 6,000 working men, burn down the dwellings of several thousands, and butcher and burn upwards of 200 helpless men, women and children.

How do we black Americans feel about all

this? I asked an unlettered southern "emigrant" the other day if he would be willing to go back South. "Miss," he told me, "if I had the money I would go South and dig up my father's and my mother's bones and bring them up to this country [Philadelphia]. I am forty-nine years old, and these six weeks I have spent here are the first weeks in my life of peace and comfort. And if I can't get along here I mean to keep on goin', but, no matter what happens, I'll never go back." Of course since then East St. Louis, Chester and Youngstown have shown him what he may expect—he is damned if he stays South and he is damned if he doesn't. But at least he has known a little respite, he has not died yearning vainly to see Carcassonne. Thus much for our untrained class.

As for the rest of us, being true democrats, we acknowledge only two classes, the trained and the untrained. We are becoming fatalists; we no longer expect any miraculous intervention of Providence. We are perfectly well aware that the outlook for us is not encouraging, but we know this, too, it is senseless to suppose that anarchy and autocracy can be confined to only one quarter of a nation. A people whose members would snatch a baby because it was black from its mother's arms, as was done in East St. Louis, and fling it into a blazing house while white furies held the mother until the men shot her to death—such a people is definitely approaching moral disintegration. Turkey has slaughtered its Armenians, Russia has held its pogroms, Belgium has tortured and maimed in the Congo, and today Turkey, Russia, Belgium are synonyms for anathema, demoralization and pauperdom. We, the American Negroes, are the acid test for occidental civilization. If we perish, we perish. But when we fall, we shall fall like Samson, dragging inevitably with us the pillars of a nation's democracy.

JESSIE FAUSET.

New York.

A PRESENT NEED

TO THE EDITOR: "Give one reason why women don't command the wages that men get for the same work," says the economics professor, addressing the class. With one voice the class responds, "Because women look upon work as a stop-gap between school and marriage." And the professor beams his approval.

Should the same question be asked the classes of 1918, however, a different answer would have to be given, for not only are women engaged in a far wider range of activities than ever before, but they are doing their work in a different spirit. This war has shown that dilettantism is no longer popular, with the result that whether women have to work for their daily bread or not, they all want to do something to prove they are not slackers.

It is a courageous thing to think that the women of the United States are responding to their country's call, but there is a danger in it as well. The danger is that in the excitement of the new positions, in the desire to do a day's work equivalent to that done by men, the health of the women workers will be injured. The report of the committee which investigated the health of the British women munition workers ought to prove a warning to us, standing as we are on the very threshold of the place where England was three years ago.

Now, if we are wise, we will have a system of inspection and regulation of women's work, springing from a national committee which shall have authority to prevent the exploitation of women on the time-worn excuse of the war. The work of the committee or bureau would be similar to that of the children's bureau under Miss Lathrop at Washington, and would have, instead of

children, the interest of safeguarding the health of women in industry. Such a bureau would be a good thing at all times, but it is especially needed at this time. Would it not be far better to start the committee to work now, before the bad results have occurred, than wait for a couple of years and then appoint a committee to investigate the evil that has arisen?

Miss Rankin has already seen the need of investigation of the hours of women in government workshops and offices. These women represent only a small portion of the women who are working all over the country and only an infinitesimal part of those who will soon be a part of the industrial world. It is time that attention was focused on these before harm has been accomplished.

GERTRUDE BEDELL.

Springfield, Mass.

WAR ECONOMICS

TO THE EDITOR: Recently, at a gathering of economists and business men, a member of the federal Reserve Board asserted that a saving of one hundred dollars on the part of a well-to-do man was of less importance than the same amount saved by several common laborers. If the former saved one hundred dollars and used it to buy a liberty bond, it might mean one less dress suit. But the same amount saved and invested in a bond by several recent immigrants on the East Side of New York city would signify a reduction in the consumption of potatoes, meat or rough garments—articles that might be used directly by our soldiers or by those of our allies. Surely this is a comforting doctrine for the man with a reasonably large income, and especially is it pleasing to the men who are interested in producing articles classed as luxuries.

A Boston broker a few weeks ago put the matter still more emphatically. He enthusiastically asserted that in the present emergency "wealthy people should exceed their regular expenditure—eat the most expensive things, dine at the best hotels, spend their money in legitimate channels, and the effect will be an inspired country." Such statements as these, made by men of some prominence in the nation in a time of great national stress, are unfortunate, to put the matter mildly. There never was a time in our national history when clear and calm thinking upon economic questions was more desirable or more important.

It is conservatively estimated that the nation during the first year of the war will spend approximately ten billion dollars. This huge sum is about one-fourth of the money value of the entire income of the American people. In other words, one-quarter of the production of the nation must be turned over through bond issues or taxation to the federal government. Or, in other words, one-fourth of all the productive energy of the workers of the nation must go to produce food, materials, munitions, guns, ships and the like for our own war purposes and for the assistance of our allies. And this work must be done at the time when our labor force is being depleted to fill the ranks in our army.

Clearly, then, unnecessary kinds of effort should be eliminated. Workers must be shunted with as little friction as possible from unnecessary or dispensable kinds of work into those which are essential or indispensable in modern warfare. The men producing dress suits might put out uniforms; and the wool intended for the dress suit should be used for the uniform. Or, the workers who are producing dress suits and acting as attendants in fashionable tailor shops can be utilized to make other war necessities. It may take a few weeks to make them efficient in their new work, but in the meantime they will be producing some things

which the nation needs and needs sorely, instead of wasting their efforts on non-essentials. The taxicab driver, the chauffeur and the footman may enter the army or become munition workers. Inevitably the adjustment will hurt somewhat; but adjustment there must be. Let it be boldly proclaimed that until peace is again declared the production of non-essential commodities should be reduced to a minimum. It is not urged that we should produce less; on the contrary, we should produce more. But a large amount of business must be carried on to satisfy the new demands of the government.

Coal, food, clothing, ships, munitions, motor trucks, airships, railways and the like are essential to the defeat of Germany. Dress suits, whiskey, fine furniture, jewelry, luxurious automobiles and so forth can, and should, be sacrificed to the war needs. To win the war is of prime importance; the pleasure, comfort and business prosperity of individuals must be subordinated to the stern business of the hour. Surely, even the most enthusiastic exponent of the old, fallacious theory of "make work" must find it exceedingly difficult to exploit his favorite hypothesis in the face of a war demand of ten billion dollars or more per year. The man who plaintively demands that all kinds of business go on as usual or who asserts that the savings of wealthy and well-to-do individuals are relatively unimportant is unwittingly but none the less certainly playing into the hands of our enemy.

There is, however, one kind of saving which has a hidden element of national danger, and this is the kind of saving which the speaker referred to commended. If a family having a very low yearly income, say less than six hundred dollars, attempts to save much, it will in these days of high prices probably mean a reduction in food, clothing and shelter below the minimum necessary for efficient work. Such savings spell national waste and should be carefully avoided. The savings of the poor East Siders may actually represent a national deficit, but the savings in the time of extraordinary war expenditures, made by abstaining from the consumption of luxuries carries with it little possibility of reducing efficiency and great probability of national helpfulness.

FRANK T. CARLTON.

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Albion, Mich.

JOTTINGS

FUNDS for a Commonwealth Hall modeled after the Maisons du Peuple of Belgium and France are being raised by the Rand School of Social Science. The plan is to establish a center where radicals may meet and where, to quote the prospectus, "cooperation may descend from the spheres of abstract speculation and be given a fair chance to prove itself and where arts and the sciences may be freed from their involuntary servitude to the few and brought to the joyous service of the many." The building will contain a library open free to the public; a popular restaurant run on a cooperative basis; a modern gymnasium; an art school; a large auditorium where dramas, dances, pageants and meetings may be held; offices for labor and socialist organizations and publications; the book store; and finally the Rand School itself. Option has been secured on a building admirable for the purpose, which will be taken if the financial campaign is successful.

THE Civic Federation of Dallas, Texas, on August 1 published the first number of the *Dallas Survey*, a fortnightly journal of social work. Its purpose is to inform the citizens of the multifarious social efforts in the community and to discuss the needs which have yet to be met. Like so many other cities, Dallas is experiencing a grave danger at the present time lest the predominant interest in national and international affairs should crowd out of public concern the ever-present perils in civil life. Early in June, some thirty or forty representatives of most of the social agencies of Dallas formed the civic federation for mutual aid and cooperation. Public as well as voluntary welfare organizations make up its membership, and the two local universities have entered a most helpful relationship to its officers. The president is Jos. E. Cockrell and the secretary Elmer Scott.

THE National Social Workers' Exchange opened its offices last Saturday at 130 East 22 street, New York city. The committee on organization is composed of Richard H. Edwards (chairman), Margaret F. Byington (secretary), James S. Cushman (treasurer), Charles A. Beard, Sophonisba P. Breckinridge, C. C. Carstens, Mary Vida Clark, William T. Cross, J. Byron Deacon, Edward T. Devine, John M. Glenn, the Rev. W. J. Kerby, Mrs. Alexander Kohut, Joseph C. Logan, Mrs. Williard D. Straight and Mary Van Kleeck. This group comprises chiefly the membership of the former committee of the Social Work Department of the Intercollegiate Bureau of Occupations, which will carry on its work in the development of occupational opportunities for trained women, in new offices at 19 West 44 street. Copies of the records of individuals registered with the Social Work Department of the bureau are on file with the exchange. The new organization is planning an enlarged registry to become a who's who in social work. The former manager of the Social Work Department of the bureau, Emelyn Peck, is the acting manager of the new organization.

MRS. ROBERT GREEN, of San Antonio, Texas, on behalf of a committee of women called together in that city to discuss the situation created by the removal of its vice district, has addressed a letter to Secretary of War Baker in which she suggests that the welfare of the soldiers will not be permanently served unless some consideration is given also to the fate of the women driven from the segregated areas. "They must be systematically diverted into other and better professions," she says, "or they will drift back to prostitution." Physical examination and medical treatment—even if the latter were more adequate than it actually was in the San Antonio clean-up—are not sufficient. Over a thousand women were deprived of their livelihood. Instead of allowing them to be driven from town to town, much less from army post to army post, or of becoming helpless charges on the community, the women should be studied, she suggests, by a psychologist and under his direction be trained for those occupations which he considers best suited to their individual capacities. Then they should be placed by a competent employment bureau, at a living wage and under wholesome restorative conditions.

THE Federal Council of the Churches of Christ in America is protesting against the attempt of some employers to take advantage of the war situation and compel employes to work a seven-day week. The industrial secretary, the Rev. Charles Stelzle, is appearing before the New York State Industrial Commission whenever requests are heard for exemption from the one-day-rest-in-seven law such as the recent petition of the International Paper Company operating eight large mills in various sections of the state. The New York law requires that when men are

compelled to work on Sunday, to repair machinery for example, they must be given another day during the week for their weekly holiday. The paper company argued that as the men objected to taking their holiday during the week, it felt justified in employing these men continuously, if the men so desired. Had the request been granted (which it was not), it would have meant not only that several hundred men working for this company might steadily be employed on Sundays, but that the commission would have been compelled to grant the same exemption to practically every other employer who based his request upon the same arguments. Mr. Stelzle pointed out that there may be occasions when some plants should be run seven days per week, but there is never a sufficient excuse for working men regularly seven days per week.

SUBSTANTIAL progress in establishing or developing kindergartens was made in five states the past winter and spring, due chiefly, according to the National Kindergarten Association, to the efforts of mothers organized in women's clubs and mothers' congresses. Women of Maine, Texas and Washington have greatest cause for rejoicing because their new laws authorize school boards to open kindergartens on petition of parents. In Maine the bill was helped by the kindergarten children of Bangor, who drew, colored and cut American flags for the members of the legislature; ten of them sang and saluted the flag at a hearing—a demonstration which clinched the passage of the bill. In Texas the state's educators joined with the women in advocating the bill, which passed, and the various teachers' training schools are not vying with each other in offering kindergarten courses. The Washington law is less advanced than the others, but is expected to work out satisfactorily. In Oregon there was stiff opposition on the curious misunderstanding that a kindergarten is a place to which mothers send their children in order to shirk their care at home, but it finally passed for the city of Portland, where a successful demonstration is counted on to lead to later extensions. The Tennessee law authorizes cities and towns to provide kindergartens, overcoming a difficulty in the old law which was interpreted as not permitting the disbursement of school funds for kindergartens.

SOCIAL FORCES IN WAR TIME

(Continued from page 439)

become instead a danger to our amicable relations with the Russian republic.

These returned Russian-Americans, although not fully Americanized, are exceedingly well informed about any anarchistic and revolutionary movements in this country and naturally carry home with them an exaggerated appreciation of their importance. This explains another impression brought back by the American mission to Russia and voiced in an interview given to the press by Charles Edward Russell. He is genuinely alarmed lest the Russians come to feel that the United States is only half-heartedly in the war; that the selective draft law is likely to be repealed; that the moral support which America brought to the fight for democracy will shortly be dissipated and the narrower aims of individual European belligerents with which democratic Russia has little sympathy will become controlling. Intellectual Russians know about every peace manifesto, every disloyal utterance, every cartoon and epigram which is calculated to undermine the national will to a vigorous prosecution of the war. Mr. Russell may be an alarmist, but he evidently considers these American moral defections as more serious than any cowardice or desertions that have thus far been exhibited in the Russian army.

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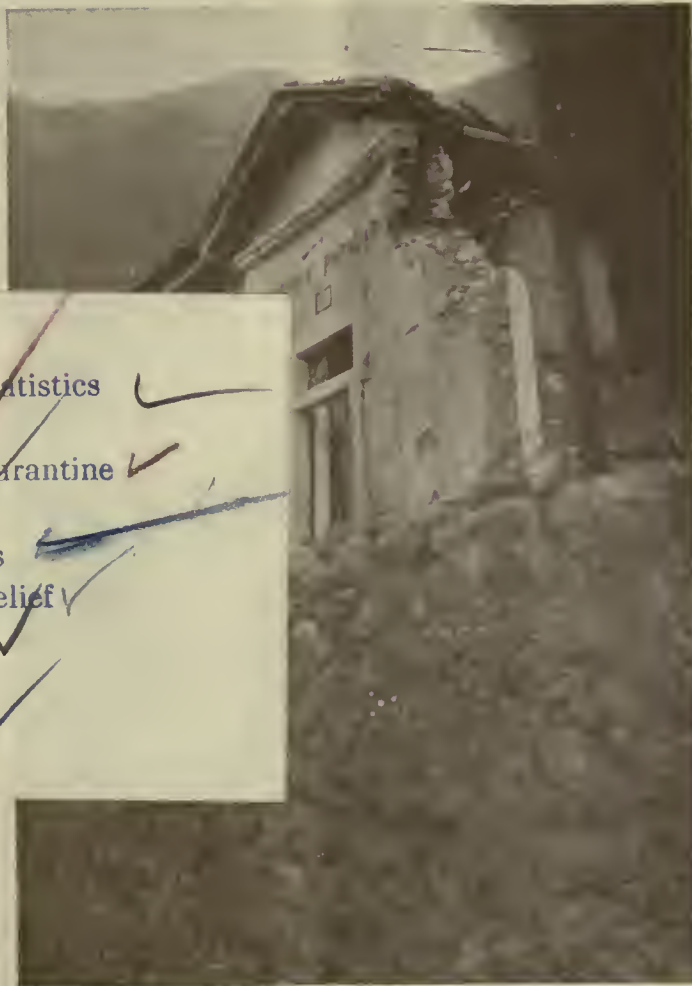
NEXT WEEK

The SURVEY will begin, in its issue for August 25, a new weekly feature, A Directory of Social Agencies. National social agencies will be listed both alphabetically and by subjects. Those seeking reading matter, advice, information, experience, laws—help of any sort in the field of social concern—will find the directory complete, unique, handy. Watch for it.

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Another instalment of
MAKING THE WAR SAFE FOR CHILDHOOD

By Winthrop D. Lane

KEEPING SCHOOL GOING IN A WAR ZONE



OPEN-AIR LESSON NEAR THE BASILICA OF AGUILEIA



SUMMER SCHOOL—AJELLO



SCHOOL ROOM IN A TYPICAL GRADE SCHOOL



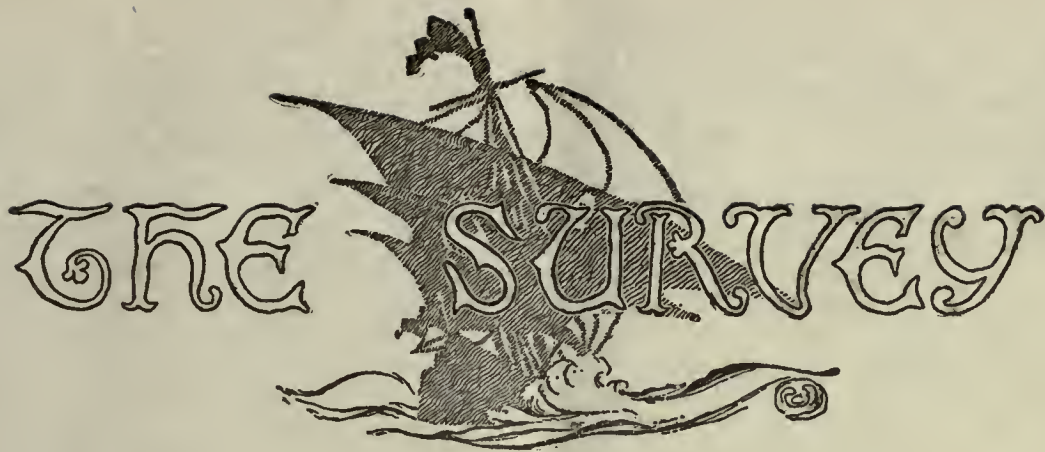
SCHOOL LUNCHEON IN AN IMPROVED CANTEN



SCHOOL GAMES ON THE BEAUTIFUL SHORE OF THE ADIGE RIVER



SCHOOL CHILDREN SINGING AS AN ENEMY AEROPLANE PASSES



Making the War Safe for Childhood¹

V.—Delinquency in War-Time

By *Winthrop D. Lane*

OF THE SURVEY STAFF

AN increase in juvenile delinquency, like a rise in infant mortality, creeps quietly upon a community without warning. Both maladies usually result from acts or circumstances in no way designed to bring them about. Whole industries may through ignorance or greed exploit children as premature workers, but it is a very exceptional man who sets out to make criminals of children—only a depraved individual here and there. Juvenile delinquency is an effect that flows from quite other and incidental causes. It is for the most part the product of neglect, or of a lack of foresight in discovering and adopting rational channels for the impulses and activities of childhood. It may be the result also of bad policies of repression and punishment instead of policies of prevention and education.

This insidious, unobtrusive character of juvenile waywardness explains the surprise with which England greeted the announcement that law-breaking among children had increased there during the first and second years of the war. A circular issued by the Home Office in May, 1916, conveyed the information that during the three months from December, 1915, to February, 1916, seventeen of the largest cities showed an increase of 34 per cent in the number of children charged with punishable offenses, as compared with the same three months the year before. The figures referred to all children below sixteen and the increase was experienced in practically all of the cities consulted. Larceny rose nearly 50 per cent, and there were increases also in charges of assault, wilful damage and gaming.

The figures referred to the number of children accused, but since those found not guilty are less than 1 per cent of the total the increase holds for convictions as well as for charges. Moreover, this increase was greater among children twelve and thirteen years of age than among other age groups.² These furnish normally a higher proportion of delinquents than do children just older or just younger, yet the comparison shows them contributing *more than their due share* of the increase during the war. The relaxation of English school attendance

laws and the premature entrance of English children into industry permitted during the first two years of the war have already been described in this series of articles, and it was, of course, the children of twelve and thirteen who were most affected by these two policies.

From other belligerent countries reports in regard to juvenile delinquency are meager. A German police court judge, writing late in 1916,³ leaves no doubt that a considerable increase had occurred in Germany. "Crime among the young diminished in some places during the first months of the war," he said, but added that "afterward the increase was all the greater—at least in the larger cities and as regards crimes tried before a judge and jury." In Berlin twice as many crimes were committed by children in 1915 as in 1914. In Munich the number of youthful delinquents for the first three months of 1915 equaled the total for 1914. Frankfurt reported a decrease of 55 per cent in the number of minor offenses—possibly because prosecution slackened—with an increase of 40 per cent in serious crimes.

The inspector of auxiliary classes in Ontario, Canada, declares that "there is reason to think that here, as in Great Britain, while the number of men who have offended against the law is much smaller than before the war, the number of boys who are before the juvenile courts is greater."⁴

The chief cause of the increase in England is declared by the secretary of the Howard Association, Cecil Leeson, to be "the withdrawal from child-life of adult personal influence and the curtailment of those social and educational agencies that hitherto have occupied so large a part of the child's life." A school life conducted under difficulties, he thinks, is one cause, depletion of the regular police force another, and restricted street lighting a third. The influence of the moving picture, though noticeable, Mr. Leeson believes to be much exaggerated.⁵ He thinks that the interruption of club work among boys, the closing of public playgrounds and the dis-

¹ Der Krieg und die Kriminalität der Jugendlichen, by Albert Hellwig.

² Second Annual Report of the Inspector of Auxiliary Classes of Ontario, 1916, page 7.

³ The main objections to the movie, thinks Mr. Leeson, are that it is too sensational, that it induces the child to imitate wrongful acts pictured, that it tempts him to resort to any methods to secure pennies for admission, and that it is harmful on hygienic grounds.

⁴ For earlier instalments see the SURVEY for August 4 and August 11.

⁵ The Child and the War, by Cecil Leeson; P. S. King & Son, Ltd., London; page 31.

continuance of organized games are important causes of the increase in juvenile lawlessness.

Dr. Albert Hellwig, the German police judge referred to, explains the increase in his country largely by the change in economic conditions—poverty first and high wages afterwards; and further by relaxed school attendance, relaxed home control. "Trashy war books and films," amnesty granted to juvenile criminals in the early days of war, and reduction of the police force through mobilization are other causes cited by him. He speaks significantly enough of the demoralizing effect of hating one's enemies: "The excessive excitement of the childish imagination by the events of the war," he says, ". . . is one of the brutalizing influences acting on our young people in war time. To inoculate the children with hate would breed lust for revenge, and could only bear evil fruit."

Our Situation Better than Europe's

IN THIS country not all of the causes that have operated elsewhere are making themselves felt in the early stages of the war. The selective draft is apparently going to reach few men with children or with children old enough to violate the law, and the weakening of parental control will therefore be less serious here than in other countries. Moreover, there is less likelihood of disrupting schools through the replacement of men by women for the simple reason that our teachers are mostly women.

On the other hand, children are beginning here as elsewhere to taste the freedom of wage-earning, and this gives them a control of their own time and conduct that they have not had heretofore. Not only will the additional spending money tempt them to new pleasures and devices for "killing time," but the preoccupation of their elders will give them greater liberty to find these things. If, in addition, the nation should permit leaders of boys' clubs and recreation centers, and other young men who exercise a wholesome influence upon children, to be drawn into other work, this also may open the door to an increase in lawlessness.

One cause, indeed, that has been of considerable force in other countries, if we may trust observers, will doubtless make itself felt here also. This is described by Prof. Lewis M. Terman as "psychical contagion." Writing in the *Journal of Delinquency* for May, 1917, Professor Terman said:

Morals do not easily rise higher than their source, and the example of bloodshed, strategy and brute force, which for nearly three years have occupied the attention of European children, could hardly be expected to have a moralizing effect. It would not be strange if in children, as in men and women, some of the primal instincts, which are usually held in check by the restraints of civilization, law and order, should reassert themselves in the atmosphere of war.

Whether the fact that we are farther from the scene of fighting than European countries will diminish the force of this contagion it is perhaps too early to tell. Our newspapers have a remarkable capacity for annihilating space. Thoughts and conversation, even with us, will dwell more and more upon the personal tragedies that come home to us. We shall very likely find the attitude of adults among us undergoing that reversion to the primal that is discovered in adults elsewhere. The war and its deeds will enter more intimately into our homes and will sit with us at family gatherings. All this is certain to have its effect upon children, for children are the impressionable members of every group.

Already probation officers in New York city are reporting an increase in the number of juvenile offenders; last year more cases were handled in the Children's Court than in the

year before, and this is attributed by the officers themselves to the unsettlement of life and thought caused by the war. An illustration of what this may mean, now that we also are in the war, is afforded by four boys who recently appeared before the Juvenile Court in Chicago. These boys had left the city to work upon farms. One of them, having injured a horse by putting on it a collar that was too small, feared his employer's displeasure and ran away. The others ran away from sheer dislike of their work. Their appearance in the juvenile court followed, and the boys were, of course, looked upon with disfavor by their parents and by many others with whom they came in contact during that experience. They were regarded as having taken the first step toward becoming "bad" boys, an attitude likely to produce its counterpart in the boys themselves. In normal times, probably, they would never have had this experience, since it was very unusual for Chicago boys to work on farms.

In some minds an opinion is already forming itself that juvenile delinquents ought to be treated with exceptional severity in war time. In New England this belief has been voiced publicly. Gardening has become sacrosanct as a patriotic service. Many more people are engaged in it than normally, and raids upon gardens have increased. Children are among the chief raiders. Newspapers have discussed the matter with much acerbity and several judges in Massachusetts have threatened incarceration to all who are caught.

Undoubtedly young garden marauders are exasperating at any time. This year the public is having enough concern with its food supply to be spared this assault upon its patience. It would be unfortunate, however, if there were not cool sense enough in the American people to prevent serious inroads on its vegetable crop without dropping back twenty years, or 200 for that matter, in the treatment of juvenile delinquency. The days when severe "punishment," especially commitment to penal institutions, was believed to be of prime efficacy in the treatment of children are past. Today commitment is, among enlightened judges, a measure of last resort. If it should now be called into practice against young offenders, upon argument of war necessity, the likelihood is that it will not only fail to correct law-breaking tendencies in children, and so be valueless on humanitarian grounds, but that it will fail also to stop the particular offenses aimed at and so be valueless as a measure of protection to society. Judge A. C. Backus, of the Municipal Court of Milwaukee, said recently:

Carefully compiled statistics show that under the old system when first offenders were sent to the penitentiary or reformatory institutions, in a period of five years after serving their sentence, from 27 to 41 per cent were returned to court on their second offense, showing that the penal institutions have not been the best corrective method so far as the individual is concerned. The probation system has almost reduced this to a minimum, during a period of five years the return to the court being little over 3 per cent.

Probation Work the Solution

LEWIS E. MACBRAYNE and James P. Ramsay, two Massachusetts probation officers, have recently published a book describing their fifteen years' experience in probation work. Out of 3,000 young people who came under the observation of these officials, 55 per cent were permanently saved and remained good citizens; another 10 per cent kept well within the law. Dr. Bernard Glueck, psychiatrist at Sing Sing, commenting upon these figures, says:

One doubts very much whether there is a penal or reformatory institution in existence which could present a record such as this

* One More Chance. An Experiment in Human Salvage. Small, Maynard & Co., Boston, 1916.

There can be no doubt that juvenile courts and probation have fully proved their claim to be regarded as the best remedial agents for dealing with young lawbreakers. In the modern juvenile court the child is primarily regarded not as a wrongdoer but as the product of conditions responsible for his appearance in court.⁷ Examples of such conditions are a neglected home life, a trying school experience, a lack of the proper opportunity and means for play, and a temperament demanding strong excitement. To discover and either change or meet these conditions is the object of the court machinery. The child is recognized as having a valid claim against the state to be saved to it, not punished by it.

The main objects of court action are, therefore, to keep the child separate from adult criminals; to organize the physical surroundings and procedure of the court so as to avoid intimidation or instilling into the child a "fear of the law"; to let it be clearly seen that the purpose of the hearing and of any subsequent action by court authorities is to discover and correct conditions tending to make the child an offender; to make the parent feel a definite responsibility for the wrongdoing of his child; never to commit a child to jail, and to take it away from its parents only when that is the only recourse left; and, finally, to place the child, when possible, under the friendly guidance of a probation officer who knows its needs and is looked upon as the representative of a wise and considerate court.

Probation officers should, therefore, be trained and sympathetic men and women. They should regard their relation to the child as an educational one, their function not mere surveillance but the adjusting of all the forces in the community that touch children to a particular child's outlook and needs. They should know the uses and limitations of social agencies, the family environment of the child, the conditions of the neighborhood in which it lives and its school life. Probation should never be for a definite period, but for as long a time as the friendly influence of the probation officer is needed. Courts should get away from that loose and lifeless supervision that permits a boy to go for weeks without seeing his probation officer and to fail in his reports without being looked up. They should regard probation as a vital, adjusting, educational force in children's lives.

In spite of the good that juvenile courts and probation have done, however, there are too many communities without this machinery for saving children. In many states, especially in the South and West, the laws creating these agencies are limited in their scope or fail to make them really effective. Fifteen or twenty states have fairly adequate juvenile court laws. Even where the system itself is good, not all of those who administer it always measure up to the ideals outlined above.

The Backward Federal Courts

RECENTLY the United States Supreme Court decided (in the famous *Killits* case) that federal judges have no authority to put on probation people convicted before them. Federal courts had exercised this function for years; in a moment they were deprived of it, and now they must either impose definite sentences upon offenders or let them go entirely free. A bill restoring the power to federal judges was introduced into Congress following the court's decision and both houses approved it. The President, however, withheld his signature, largely upon the recommendations, it is understood, of Attorney-General Gregory.

Mr. Gregory believes that the measure would have placed too arbitrary a power and too great a burden upon judges by

requiring them to determine whether each violation of law should involve punishment. He believes also that the bill should have provided machinery for the observation of released prisoners and that it was unconstitutional because its provisions were extended to cases in which conviction occurred before the date that was set for the bill to become law.

In answering the attorney-general's objections, Charles L. Chute, secretary of the National Probation Association, has pointed out that the right of using suspended sentences has been declared to be an inherent right by the courts of New York and of many other states. The "arbitrary" power of deciding whether a violation of law should involve punishment, therefore, says Mr. Chute, is well established in fact in nearly every state in the Union. It is little criticized in its operation, and the men appointed by the President to sit as federal district judges may well be entrusted, thinks Mr. Chute, with the exercise of similar power.

With respect to the second objection, that machinery should have been provided for the observation of released prisoners, Mr. Chute declares that the bill as first introduced did call for salaried probation officers to be attached to each court and to be paid on a *per diem* basis. This provision was stricken out, however, by the House Judiciary Committee. While the National Probation Association believes that paid probation officers are highly desirable, it points out that volunteer officers could have been appointed under the measure as it reached the President and that these would have relieved the judges of much of the burden of keeping watch on offenders. The bill would, it believes, have been a long step forward.

The third question, that of the bill's constitutionality, would have been settled in due time, doubtless, by the courts themselves. The association plans to introduce another measure of similar character when the chances for passage again seem favorable.

Playgrounds vs. Courts

SO FAR we have been considering methods of saving children who have actually become delinquent. Equal importance lies in prevention. Wholesome recreation is one of the greatest preventives of waywardness among children. Perhaps more young people are brought into conflict with the law through their instinct for play than from any other one cause. Yet in many cities the ordinances affecting children read like prohibitions against every natural impulse of childhood. To provide a suitable outlet for these impulses is not only sound education, it is the best kind of insurance against a crowded juvenile court docket and well-filled houses of correction. In war time especially it becomes a measure of the greatest virtue and wisdom.

During the past decade public provision for recreation has enormously increased in this country. Ten years ago a single field secretary of the Playground and Recreation Association of America was able to cooperate with all the communities interested in this aspect of child life; now thirteen workers are not enough to meet the demand. Over 7,000 professional workers were employed in public recreation last year. The tendency today is more and more toward municipal control of both playgrounds and neighborhood center activities.

In spite of this growth, however, a large number of cities of more than 10,000 people still have no public provision for play or very inadequate provision. Last year the total average daily attendance upon playgrounds in 317 cities was 639,486 during the summer months; this is fewer than the number of children in New York city's elementary schools alone. Too many cities, also, permit their recreation to be administered by private organizations of citizens—at best a temporary ex-

⁷ See *Juvenile Courts and Probation*. By Flexner & Baldwin, published by The Century Co.

pedient and one that should be employed only until an official body can take charge.

The Boy Scouts and Camp-Fire Girls have here a large field for service in training and recreation of a general nature. In England the militarization of the organization has been pronounced. In this country, where much discretion and choice of activities is left to many individual leaders, the appearance of a military cast to activities here and there is inevitable. Public opinion, if it does not want military training for young boys, should assert itself. If it does, it should provide carefully for some responsible agency, preferably a public one, to give such training. The position taken officially by the Boy Scout organization since the United States entered the war, while it does not preclude boys from being of service in some domestic activities closely related to the war, is definitely against the introduction of military training into the scout program. In so far as organizations like the Boy Scouts and Camp-Fire Girls make for healthy, vigorous youth, for an enlargement of the activities of young people and an increase of their civic sense, they should furnish a wholesome preventive to waywardness and unsocial conduct.

Other measures for protecting the pleasures and conduct of children ought not to be slighted. In communities where the moving picture is a large attraction, committees should be appointed to cooperate with the Affiliated Committees for Better Films, with headquarters at 70 Fifth avenue, New York city, to receive information and advice on how to secure better pictures for children and family groups.

An agency of a different sort is the organized junior police, which, under proper direction, is capable not only of aiding in the actual enforcement of law, but of placing responsibility for that enforcement upon boys and of teaching an acquaintance with the functions of government. This is a better method of instilling "respect for the law" into children than any number of reformatories. One of the latest communities to form such an organization is Somerville, Mass., where the superintendent is a boy of seventeen years, with captains, lieutenants, sergeants and privates under him. The organization was started last spring, after our own entry into the war, and one of its objects is to prevent those very depredations on gardens that we have seen to be a matter of much concern to New England communities.

This same fear of garden destruction has given rise to another organization in Massachusetts that may hold value for other places as well. The Committee on Food Conservation

appointed a sub-committee to protect gardens. This committee promptly took upon itself the additional duty of protecting children. Instead of encouraging the severe treatment of youthful destroyers of gardens, it decided that the true interests of the public demanded the preservation of existing juvenile court and probation methods, both of which are admirable in Massachusetts. Members of the committee hold themselves in readiness to visit different parts of the state where a tendency is seen to revert to former methods of harshness, and to explain the importance of not allowing a loss of temper to interfere with wise treatment. It has also kept a close watch on the amount of garden depredation, has informed the public through the press of the amount of destruction going on, and has endeavored in so far as it is able to combine the necessity of food conservation with the best method of handling children who come in contact with the law.

This idea might well be extended still further. The suggestion is herewith made that local voluntary councils be formed in cities throughout the country to protect children from harm during the war and to reduce child delinquency. Such councils ought to be composed of educators, leaders of boys' clubs, representatives of churches and social agencies, and of municipal and judicial authorities. While they might come in time to deal with many aspects of child welfare, especially after they had become familiar with local conditions and needs, their first usefulness would perhaps lie in remedying the conditions that make for violation of law. They could help to allay any tendency toward undue severity and to improve the administration of existing juvenile courts and probation systems; where these do not exist, they could work for the passage of laws establishing them. They could increase and improve recreational facilities, see to it that child labor laws are enforced and, if needed, try to secure a better class of moving-picture exhibitions. They could carry on educational campaigns among the children themselves, pointing out to them the patriotic value of good behavior at this time. In a word, they could become the unofficial guardians of child conduct in each community and if, when the war is over, their work had been found to be successful, they could perhaps be continued as permanent and official bodies. In the meantime their efforts would have been instructive both to the members of the councils themselves and to the whole community. From this alone an indirect gain to children would result that would amply repay the expenditure of time and effort.

An International Humanitarian Commission in War Time

By William I. Hull

DEPARTMENT OF HISTORY AND INTERNATIONAL RELATIONS, SWARTHMORE COLLEGE

NOW that we have entered the great war on the side of the entente, there is a growing demand that we appoint commissions of various kinds to meet with others appointed by the entente to agree upon common plans for prosecuting the war with the utmost vigor. While this step may be desirable from the military, naval and economic points of view, there is a no less urgent need from the international point of view that we invite

the entente powers to enter with us into a joint commission, whose duty shall be to inquire into and take action upon matters of vital importance relating both to war and to peace.

Meeting, say, at Athens, such an international commission could keep in close touch with the advance of the allied armies through Syria, Mesopotamia, Armenia, Asia Minor and the Balkan and Austrian lands. It could hold aloft the

standards set up by the conferences at The Hague both for a humane prosecution of the war against belligerents, and for a just and merciful administration of the lands occupied by the victorious armies. It could thus prevent a repetition of the atrocities which blackened the progress of the victorious army of the western allies in the march to Peking, during the suppression of the Boxer revolt, and the horrors connected with the advance of the victors during the two Balkan wars. These atrocities were revealed to the gaze of an indignant world by international commissions appointed after the crimes against humanity had been perpetrated; similar ones should be prevented by precautions taken in due time and by an impartial, that is to say, by a truly international, commission.

The operations of the Red Cross within the conquered lands; the prevention of racial and religious reprisals; the rehabilitation of the civilian population, their homes and industries; and the restoration of the international postal system, the sanitary and the many other modern international institutions and relations, would all be greatly facilitated by the existence and control of the international commission.

The ravages of typhoid, malaria and dysentery in such lands as Serbia, Syria, Poland and Macedonia, among the adult population, and the malnutrition of such children as are left there, as well as epidemics of all the ills to which infancy is heir, will demand the utmost efforts of Red Cross societies organized and supported on an international and world-wide basis. It is greatly to be feared that the very best they can do will not suffice to cope adequately with the wholesale pestilence and famine which threaten to take possession of these lands for many years after the dogs of war have again been leashed within their kennels; and the tragic story of the Thirty Years' War, from whose ravages parts of central Europe did not recover for more than a hundred years, may again be repeated on a more far-reaching geographical and populous, if not chronological, scale. To prevent such a calamity, or to reduce it to the lowest possible terms, is the task to which scientific philanthropy is summoned by a most insistent challenge.

The infusion of renewed courage and ambition into the despairing hearts of civilians in such lands as Roumania, Belgium, Galicia and at least the inauguration of the task of reconstructing their devastated homes and industries, will engage the devoted efforts of their more fortunate fellowmen from other lands—our own, we hope, not the least or last among them. These efforts must not be handicapped by restrictions imposed in the name of national pride and jealousy, or in that of alleged "military necessity." An international commission should be vested with authority and power to cut without fatal delay the gordian knot of all such red tape and officialism. Acting in the spirit of the motto that "above all nations is humanity," such a commission, and such a commission alone, could confront the gigantic task of rehabilitating the physical, industrial and social morale of a continent, by wielding the united resources of the world.

The scope and character of the racial and religious re-

prisals which may follow the reoccupation of such lands as Armenia, Bulgaria, Albania and the conquests of such lands as Turkey and Bohemia, may be estimated from the black records of the recent and remoter past. To prevent worse blots upon the annals of our own times, and to forestall greater crimes against humanity, all the world of civilization should join hands and concentrate its united strength by means of an international commission. Such a commission would focus the glare of a pitiless publicity upon the dark and evil places, and by such illumination alone prevent the appearance or at least the continued activities of human vampires and vultures.

Aside from its tasks of far-reaching humanity and social philanthropy, such a commission could perform international administrative tasks of the first importance. For example, it could administer for the common welfare, during the rest of the war, lands conquered by rival and possibly suspicious armies of the various allies; and when peace is made the permanent disposition of these conquered lands could be more readily and more justly achieved if they were under the control of an international commission of civilians than if any national army, or even international army, dominated them. The fate of Persia, Turkey in Asia and in Europe, Greece, the Ukraine, colonial empires in Africa, and many other lands, is at stake in the present war, and their fate will largely determine the future peace and welfare of the entire world.

Most important of all, perhaps, the international commission could ascertain the first possible opportunity of bringing the war to an end; and it might even create a speedy opportunity for this devoutly to be hoped for consummation. For it would serve as a standing invitation to the German, Austrian and Bulgarian people to seek representation upon it, by setting aside their despotic governments, and, by thus establishing popular government, secure both a basis and means of achieving early and lasting peace.

Representation upon such a commission would be for the United States, not an entangling, but a disentangling, alliance; for, as at Algeciras, our representatives would exert a powerful influence, not for American self-aggrandizement, but for the triumph of national justice and permanent international peace. Without some conscious, well-defined and determined program of international policy, definitely entrusted during the war to a body specifically designed to carry it out, there is grave danger that the United States will find itself at the end of the war bound up with national plans and ambitions which are wholly at variance with democracy and inevitably the progenitors of lasting dissension and future war. While with a plan of international arrangements clearly conceived and boldly entrusted to an international commission inspired by genuinely international ideals, the United States may not only be kept from drifting upon the rocks of Old World politics, but may greatly assist the launching of that international organization which is the avowed purpose of all the combatants abroad, and which President Wilson and all forward-looking men regard as the chief present hope of humanity.

A LIGHT

Alter Abelson

AS one who in a jungle went astray
Where terrors tremble in the air; and
night,

A star-lorn cynic night derides our sight,
And none there be to cheer or show the way;

When lo, a lamp appears that turns to day
The shades, and human hands our foot-
steps light

Until we reach our home and lose all fright

In cities civilized where law holds sway.

In History's jungles journeyed I, when lo,
Thy lamp and hand, rapt Israel, I spied;
The Bible that suns outvied, all nights
defied;

I found a trail that led me out of woe
To where Civilization paved her pathways
wide

And where a human heart and home I know.

SOCIAL FORCES *in* WAR TIME

By Edward T. Devine

THE editor of this department has within the last few days gone to Europe in behalf of the War Council of the American Red Cross, to study the financial burden created by disabled soldiers and sailors, and the work for their re-education and return to normal life which is being done in France and England. For this reason the department may be somewhat irregular for a few weeks, but it will not be suspended. The following paragraphs were written by Mr. Devine just before he sailed.

INSURANCE RATHER THAN PENSIONS

IN the Treasury Department at Washington there is already what is known as a Bureau of War Risk Insurance, created in 1914, for the benefit of seamen and the merchant marine. There has now been introduced, with the approval of the secretary of the treasury and the President, a very important amending bill, which establishes, by the side of this marine and seamen's insurance, a division of military and naval insurance. To this new division in the War Risk Insurance Bureau, by what is no less than a stroke of genius, is entrusted the whole responsibility for allowances, allotments, compensation, and insurance to soldiers and sailors and to their families. Nurses are included.

Pensions totally disappear and with them, it is confidently hoped, all the niggardliness and the extravagance, the degrading charity and the mawkish sentimentality, the political chicanery and the social demoralization which have been such undesirable features of our past pension systems. The whole point of view is changed in the plan now presented to Congress, and with this change in the point of view radical reform becomes possible. The old controversies simply drop out of sight. A definite right to compensation, based on recognized principles of compensation for industrial injuries, replaces the more intense but also more sentimental and therefore more unreliable claim for a "pension."

The specific measures of the Simmons-Alexander bill should of course have close scrutiny. It may be that the particular scales proposed are too liberal or not liberal enough. The basis of calculation, viz., pay received while in the military or naval service, may be unjust in the case of officers or privates who prior to their enlistment were in receipt of much larger incomes. The principles of alternative claim, based on earnings in civil life, might be introduced, as it is to be found in the present English system. On the other hand, the regular pay in the American army and navy is so much more liberal than in the corresponding European services that the argument for allowing such an alternative loses some of its force. That Judge Julian W. Mack, under the authority of the Council of National Defense, prepared the bill, and that it has the endorsement of the Committee on Labor, of which Samuel Gompers is chairman, create strong presumptions in its favor. Its fundamental idea is right: that the financial risk of death, disease and disability should be carried by insurance, and that compensation, adequate in amount and clearly known in advance, should be guaranteed. The cost of such insurance can be estimated with some degree of certainty and its future

curve need exhibit no such erratic and abnormal course as has characterized that of Civil War pensions.

The bill has some very valuable incidental provisions, as, for example, that which makes the compensation dependent on the acceptance, in suitable cases, of such re-education and vocational training as the government may provide, and that which offers supplementary insurance to every officer, enlisted man or nurse who is in position to pay the specified premium. The policy embodied in the bill is so novel, and yet so simple and so completely in harmony with the whole trend of recent labor legislation in this country, that it deserves immediate and sympathetic study; and, with any modifications which such study and discussion may suggest, it should speedily be enacted into law.

CONTROL OF WAR CHARITIES

ILLINOIS so far claims the honor of being the only state to regulate by law the solicitation of contributions for war charity. A law which became effective July 1, 1917, provides that on and after that date, under penalty of a maximum fine of \$1,000, no individual society, club, association, or corporation shall engage in the solicitation of any war aid or war charity, without first obtaining from the State Council of Defense a license to make such solicitation. Information required by the council must be given, and rules and regulations issued by them must be obeyed, under penalty of forfeiting the license. No license is required for charities authorized by Congress or by proclamation of the President.

The Citizens' War Board of Chicago, through its committee on Administration of War Relief, has urged that all tag days for war relief be abolished in that city, and the Chicago Red Cross has courageously declined to accept a check for \$200 which represented the proceeds of a tag day.

Cities in other states, in the absence of state action, are taking steps to control war charities, by methods similar to those already used in time of peace by Chambers of Commerce and Federations. The Peoria (Illinois) War Relief Association, formed to finance war needs and prevent multitudinous and indiscriminate appeals, has secured monthly pledges and makes appropriations to certain local organizations in proportion as they have served soldiers and sailors. Cincinnati's War Council has a Committee on Authorization which issues cards to solicitors for approved war charities. There is close cooperation in Columbus, Ohio, between the Chamber of Commerce and the Central Philanthropic Council, and the Chamber of Commerce has a committee which endorses appeals for war charities. The New York Charity Organization Society, through its Bureau of Advice and Information, gives its members an advisory service on war charities, but has no control over appeals. Atlanta is undertaking to get a Central Council of Social Agencies under way, and the Atlanta *Constitution* is relating this need to the complications arising out of the war-time situation. Dallas, Texas, has a new Civic Federation which has for its object to secure the best possible mobilization of the social forces of Dallas, and which should furnish an excellent means of dealing with all war-time charities and needs.

COMMON WELFARE



DELAYED PUBLIC HEALTH MEASURES

TWO important measures for the public health of the nation are being delayed "somewhere in Congress." One of these is the appropriation of the sum necessary to purchase the New York quarantine plant at Rosebank, S. I., and thus take the final step in securing federal administration of this, the largest port of entry in the country.

At least six months ago the commission created by the New York legislature in 1916 to negotiate with the government for the transfer of the New York quarantine, advised the secretary of the treasury that, after considering figures and values of the plant at Rosebank, it would fix the price at \$1,395,275—a much smaller sum than was originally mentioned. On February 15 of this year the New York legislature adopted a resolution urging the congressmen and senators from this state to use their efforts to secure this appropriation. During the special session of Congress, early in June, the Senate Committee on Appropriations included in the sundry civil bill for 1918 this million dollars for the purchase of the New York quarantine. The item passed the Senate, but was stricken out, presumably by adverse conferees from the House.

So far as can be learned there is no opposition to the measure in Congress. In fact, it is said that favorable action will undoubtedly be taken during the coming session; for the transfer is obviously a measure of national defense as well as one of value to the public health. A further material argument in favor of this action is found in the operation of the new immigration law. At present the state quarantine officers require the assembling of crew and passengers for medical examination according to quarantine laws. Shortly after, crew and passengers have to be again assembled in order that the medical officers of the Public Health Service may examine them for immigration purposes. The saving of cost, time, trouble and delay to shipping and immi-

gration were both examinations conducted at once needs no special apologia. This could be done if both groups of examining officials were appointed by the Public Health Service.

The second measure that is delayed en route is joint resolution No. 63, establishing a sanitary reserve for the Public Health Service [see the SURVEY, May 19, June 7]. The resolution passed the Senate, but has not yet been reported from the House. Keeping the people's health at high level has been in each of the belligerent countries recognized as of first importance, and efforts have focused upon the regions round about training camps in order that infections native to the regions might be kept from the troops, as well as that any outbreak of sickness among the troops might be barred from the civilian population.

The care of the troops is a military responsibility; the care of the civilian population is clearly in the field of the civilian Public Health Service and co-operating state departments of health. Prompt action by Congress in securing to the service its needed quota of sanitarians will mean the extension of important scientific work already begun. And the activity of the war-time reserve will mean a splendid stimulus to permanent civilian health work upon a scientific basis. For infections are regrettably independent of treaties and peace settlements; and adequate sanitary service cannot be limited to emergency effort.

BILLS DRAFTED TO CURB THE I. W. W.

TWO bills attempting to lay a legal basis for suppression of the activity of the Industrial Workers of the World were introduced in the Senate last week, and Senator Hollis, of New Hampshire, announced that he would draft and introduce a third. None of these measures attempts to deal with any of the economic causes of the unrest in the industries affected—copper mining, lumbering and agriculture—but all propose to make certain acts on the part of workmen punishable as crimes.

Senator King, of Utah, introduced on August 16 a bill which provides, among other things, that

if any person or persons shall advise, counsel, persuade, or incite, or shall utter words or statements which shall tend to persuade or incite any person to break any contract with the government of the United States, or to break any contract which has to do with the production, fabrication, manufacture, or transportation of any article, commodity, or thing for the use of or intended for the use of the United States, he or they shall be guilty of a misdemeanor, and upon conviction thereof shall be punished by a fine of not more than \$1,000, or be imprisoned for not more than one year, or may, in the discretion of the court, be both fined and imprisoned.

Senator Myers, of Montana, introduced on August 15 a bill which prescribes:

That when the United States shall be engaged in war it shall be unlawful for any person or persons in the presence or hearing of others to utter any disloyal, threatening, profane, violent, scurrilous, contemptuous, slurring, abusive, or seditious language about the government of the United States, or the constitution of the United States, or the president of the United States, or the army or navy or soldiers or sailors of the United States, or the flag of the United States, or the uniform of the army or navy of the United States, or the good and welfare of the United States, or any other language calculated to bring the United States or the United States government, or the president of the United States, or the constitution of the United States, or the army or navy or soldiers or sailors of the United States, or the flag of the United States, or the good and welfare of the United States into contempt, scorn, contumely, or disrepute; or any language calculated to incite or inflame re-

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sistance to any duly constituted federal or state authority in connection with the prosecution of war; or to threaten the good or welfare of the United States or the United States government or to advise, urge, or incite any curtailment of production in this country of any thing or things, product or products, necessary or essential to the prosecution of the war in which the United States may be engaged, with intent by such curtailment to cripple or hinder the United States in the prosecution of such war.

SEC. 2. That any person duly convicted of any such foregoing offense shall be for each such offense punished by a fine of not less than \$500 nor more than \$5,000 or by imprisonment for not less than six months nor more than five years, or by both such fine and imprisonment.

Senator King and Senator Myers have expressed themselves, on the floor of the Senate, as wishing to find some means of preventing the interruption of the mining and smelting of copper in their respective states, during the war, by I. W. W. agitation. They, like the senators from Arizona and New Mexico, have abstained from any expression of views as to the justice of the methods recently employed by the mine owners and their adherents at Bisbee and Gallup in deporting strikers and strike sympathizers.

Senator Ashurst, of Arizona, has, however, indicated his leanings in the matter by asking permission of the Senate to print in the *Congressional Record* for August 13 certain resolutions by the Chamber of Commerce of Phoenix, Ariz., and the constitution of the Loyalty League, which is the Arizona counterpart of the Citizens' Alliance of Cripple Creek strike days.

The resolutions by the Chamber of Commerce "urge upon the Arizona delegation in Congress the need of a census of labor, and recommend that an industrial drafting service be devised to be in operation during the war; and . . . that we recommend legislation be enacted which will prohibit in every form advocacy of crime, sabotage, violence, and any unlawful methods of securing industrial or political reforms."

These resolutions were adopted on August 3. Three days later there was adopted in the same city this preamble to the constitution of the Loyalty League:

To loyally stand for our country in the pending crisis; to promote a patriotic and militant spirit among our people; to exterminate the Industrial Workers of the World; to curb the treacherous alien; to fight disloyalty, anarchy and treason; to preserve order; to protect life, liberty and property, and to see to it that every law-abiding inhabitant of the community is unmolested by threat, epithet, taunt or espionage in the enjoyment of his right to pursue his own lawful course.

Arizona newspapers of their own party faith, reaching the Arizona senators, state that 400 men unaffiliated and unidentified with any labor organization were among those driven from Bisbee by the Bisbee Loyalty League;

that 400 members of the American Federation of Labor, unaffiliated with the I. W. W., were also among the number deported; that some 440 men affiliated with the I. W. W. were driven out.

After some consideration of the complex nature of the problem, Senator Hollis states that he will attempt to draft a bill which will not be open to the criticism levelled by labor union officials at the bills offered by Senators King and Myers—that these would have the effect of forbidding all strikes in war industries.

"I am a labor man," said Senator Hollis, on August 17, "and I shall not sponsor any measure which does not meet with the approval, in this matter, of the regular trade union officials. I will not stand for any bill which would forbid strikes."

In a discussion in the Senate, the New Hampshire senator outlined his position thus:

The Industrial Workers of the World teach resistance to all authority. So far as they resist the ordinary authorities, the state and local governments must take care of that situation; but this organization is taking advantage of the present war to stir up opposition to the federal government in its conduct of the war. They are advising and exhorting everyone to disregard the federal laws, particularly the laws that have to do with the conduct of the war and the selective draft. When they do that the federal government has a real and vital interest in what they are trying to accomplish, and I hope that all senators will study the subject carefully and be ready with suggestions which may aid us to cope with this very real danger.

THE NEW INDUSTRIAL TRIBUNAL

AFTER four months of discussion, the plan of establishing industrial standards to govern war work and to maintain such standards through a national industrial tribunal has been adopted by the Council of National Defense. How much the decision of the council was stimulated by the strikes in the copper camps, in the coal mines and in the shipyards, and how much by the demand of the executive council of the American Federation of Labor for direct representation of the workers on all boards having to do directly with contracts for war work, is a matter of speculation. Announcement of the new régime, which will be marked by enforcement of the federal law providing for a basic eight-hour day, with time and a half for all overtime, was made on August 9.

It is proposed that the tribunal, which will direct the settlement of all industrial disputes in the munitions and supplies industries throughout the country, shall consist of nine persons, three representing the government, three the employers and three the workers. Disputes involving more than 1,000 workers will be handled directly by this

board. Disputes affecting a smaller number will be treated by subordinate tribunals, which will be established as circumstances require. In each tribunal, however, the proportion of representation of the government, the employers and the workers will be the same.

Authority will be enforced through a clause in all contracts for work henceforth to be done for the government, requiring acceptance by the contractor of the decisions of this industrial tribunal. Officers of the national and international unions will give their written guaranty of adherence, and the secretaries of war and of the navy will sign for the government.

Samuel Gompers, as head of the American Federation of Labor, declined, last week, to discuss the matter, pending further developments. About June 15 he entered into a written agreement with Secretary of War Baker, covering the settlement of industrial disputes in the construction of the army cantonments. The army named one member of the central adjustment board, the Building Trades Department of the American Federation of Labor named John R. Alpine as its member and the secretary of war chose a civilian as the third. These three men have been adjusting various claims for advances in wages and for improved conditions of employment for nearly eight weeks past. Only now is the fact of this arrangement divulged.

The Navy Department did not become a member of this agreement as to industrial disputes in the building of camps, and hence arose the danger of a strike of carpenters at a naval camp near New York city, which led to the agreement of the contractor to employ none but union men. The Navy Department then promptly joined the War Department in its contract for adjustment through the central board.

James O'Connell, president of the Metal Trades Department of the American Federation of Labor, states that the creation of the industrial tribunal does not necessarily mean the end of strikes in plants doing war work. He points out that it is not retroactive as to past disputes nor as to contracts already given, and except by agreement between the government and the firms to which contracts have been awarded, it cannot be expected to apply to the hundreds of millions—possibly billions—of dollars' worth of supplies and munitions and ships now in process of manufacture.

Again, the tribunal has no legal power to enforce its decrees, but will rely wholly upon the cooperation of other branches of the government in influencing business men and workers to concur in its findings. Its success will be measured by its own promptness in satisfying the demands of various groups

of workers for a wage sufficient to maintain them at their accustomed standard of living, or at a better standard, consistent with the approval of active public opinion. That it will prevent strikes, except by establishing this relation between wages and the current cost of the necessities of life, is not assumed by the Council of National Defense.

At almost the same moment with the announcement that this tribunal would be named the President designated Justice Harry Covington, of the Supreme Court of the District of Columbia, to visit the copper mining regions of Arizona, Utah and Montana, to study and report upon the reasons for the strikes there. Jeannette Rankin, congresswoman from Montana, had charged in her first speech to the House that John D. Ryan, as head of the Amalgamated Copper interests, was personally responsible for the conditions leading up to the strike in Butte. She blamed the companies for preventing union organization and for repressing complaint against dangerous conditions in the mines, as a result of which 160 men were burned to death in one mine on June 8. This fire was followed immediately by the strike. She demanded that the government take over and operate the metalliferous mines of the country. Congressman Hayden, of Arizona, endorsed her demand. Judge Covington's report on the copper mine situation will not be ready for several weeks.

GEN. O'RYAN'S ANTI-ALCOHOL LETTER

MAJ.-GEN. JOHN F. O'RYAN, of the New York National Guard, who, with the taking over of his troops by the federal government has been given the same rank in the army, has written to his men a letter on the use of liquor that is being widely quoted.

General O'Ryan points out that in military life the ties of family and community that bind one to respectability slip away; in their place come military orders. He then points out that if a soldier tries to "buck" these orders, it means, when applied to 37,000 men, grave dangers to the whole division. Nothing will loosen this strict obedience to formal orders like alcohol; "this letter is, therefore, a personal appeal to your intelligence and better self to refrain from using liquor in any form," he says.

The plea is based upon principles of scientific military management.

This cannot be if we are to permit "booze" in any form into our military machine. Alcohol, whether you call it beer, wine, whisky, or by any other name, is a breeder of inefficiency. While it affects men differently, the results are the same, in that all affected by it cease for the time to be normal. Some become forgetful, others quarrelsome. Some become noisy, some get sick, some get sleepy;

others have their passions greatly stimulated. When you stop to consider the thousands in a division, do you not see how vital to efficiency is the elimination of liquor? If one officer or man is permitted to use liquor, then others will claim the right to do so. Now can a division of troops be ever ready—ever up on the bit to drive ahead or to thrust back the enemy's drive, if through the presence of this insidious evil, some soldiers forget their orders, or become noisy when silence is essential, fall asleep when every faculty should be alert, or absent from their posts?

To this letter is appended a memorandum from Lieutenant-Colonel Steers, of the Army Medical Corps, disclosing the physical ruin that results from participation in the evils of camp life. Dr. Haven Emerson, health commissioner of New York city, believes that 75 per cent of this venereal infection is contracted under "the influence of alcohol" and it was General O'Ryan's own troops on the Mexican border that prohibited saloons and prostitution and showed, in consequence, the lowest rate of treatment for venereal disease.

THE NATIONAL NURSING SERVICE

THE national nursing organizations of this country have mapped out a program of remarkable significance and extent. They are related to the Council of National Defense at three points: through a committee of nursing of the General Medical Board, a committee which came into existence as an emergency body to provide a supply of nurses for home work as well as for war duty. This group includes physicians, sanitarians, educators and social workers. The chairman is M. Adelaide Nutting, of Teachers' College, New York city. [See THE SURVEY, June 9 and June 30.]

The second group is a sub-committee of the Committee on Hygiene and Sanitation of the General Medical Board and concerns itself particularly with public-health nursing. The committee was appointed at the special request of Surgeon-General Blue, of the United States Public Health Service. It is gathering data relative to the effect of the war on public-health conditions in Europe; and in preparation for facing emergencies in this country, has sent a letter to departments of health, boards of education and visiting nursing associations, asking whether their budgets have as yet been affected, or their quota of nurses reduced; and if so, what steps the association is taking to maintain its work under the circumstances.

It is more than probable that this committee will be called upon a little later to assist in rehabilitation work abroad. It will ask all public-health nurses to enroll in the Red Cross as a special group exempt from all other forms of Red Cross work except that of public health. The Public Health Service has signified its approval of

using only such enrolled nurses for the work soon to be inaugurated in zones surrounding cantonments through the cooperation of federal and state health authorities and the Red Cross.

The third nursing committee is on home nursing, in the Committee of Labor, of which Samuel Gompers is chairman. Of this group Lillian D. Wald is chairman. She selected as her associates the nurses who are already serving on the committee on nursing of the General Medical Board, with the addition of Ysabella G. Waters, Edna L. Foley and Dr. Alice Hamilton. This committee has been asked for a report of "the nurse in industry" and has submitted such a report, showing which industries are now safeguarded by protection of the industrial nurse, which need such protection and what the greater hazards of war will be. It has also furnished, through Miss Waters, a statement of all industrial nursing service through the country. Information concerning sources of home care in all parts of the United States will be furnished by the committee to industrial workers and their families at any time.

As secretary of these three committees, Ella Phillips Crandall has been temporarily released from her position in the National Organization for Public Health Nursing and placed in Washington at the headquarters of the Council of National Defense.

SHORTER HOURS FOR WESTERN WORKING WOMEN

NIGHT work of women in Wisconsin between 6 p. m. and 6 a. m. has been stopped by order of the Industrial Commission. On petition of the Wisconsin State Federation of Labor, the Wisconsin Council of Social Agencies and the Wisconsin Consumers' League, the commission, after hearings and investigations, decided that night work in factories and laundries is "objectionable from the standpoint of the statutes forbidding employment prejudicial to the life, health, safety and welfare of women." The decision is in accord with the regulation contained in a state law enacted in 1913 and declared void by the courts last year.

The commission so far, however, has not attempted to regulate night work in mechanical and mercantile establishments, restaurants, telegraph and telephone offices, express and transportation houses. Neither does it include "pea canneries" within the term manufacturing so that in such places women may work any number of hours as was possible formerly in New York state. Finally the commission failed to reach any conclusion on the subject of hours to be permitted per day, announcing that further time was necessary to look into the matter.

Commissioner J. D. Beck alone ad-

vocated immediate action in favor of shorter working days arguing

that the eight-hour day will soon become recognized as necessary to the women factory workers if their health and welfare, and the welfare of the future generations are to be fully guarded.

He expressed the hope that

the commission may be able to speedily conclude its hearings and enter its final orders before any false propaganda under the guise of patriotism may induce exploitation of the women, which will react in this country, as it has in England, and result in lessening production instead of increasing it. If conditions of labor are made right, and man's pay is given to women for equal work in industry, there are many thousands of women who will respond to the needs of the country during the war, both from patriotic impulse and from necessity of increasing the family income to meet the burdens of war.

The Kansas State Industrial Welfare Commission has out-distanced the Wisconsin body in this matter of hours by establishing on July 28, a nine-hour day for women in mercantile establishments. Although the merchants pleaded that it was necessary to keep their stores open later than nine o'clock on Saturday evenings, the commission rejected the appeal.

MRS. MOONEY FREED IN SAN FRANCISCO

MRS. RENA MOONEY, third defendant in the San Francisco "bomb plot," was acquitted July 25 on virtually the same evidence that convicted her husband, Thomas J. Mooney, and Warren K. Billings of murder in the first degree (the SURVEY, July 7).

The result came after the attorneys and defendants had given up hope of an agreement by the jurors. After deliberating fifty-one hours, the jury reported that they were deadlocked, but the judge refused to discharge them until they had returned a verdict.

Mrs. Mooney, like Billings, Mooney, the two defendants, and Edward D. Nolan and Israel Weinberg who are yet to come to trial, was accused of causing the bomb explosion that killed ten people and injured fifty on July 22, 1916, during the preparedness parade in San Francisco. Billings has been sentenced to life imprisonment, Mooney has been sentenced to be hung. Both sentences are automatically stayed by appeal pending before higher courts for new trials. In Mrs. Mooney's trial the prosecution was weakened by lacking the testimony of F. C. Oxman, the Oregon cattle man, who was chief witness against Tom Mooney and is now facing trial for subordination of perjury.

Mrs. Mooney is the only one of the five defendants not connected with a labor organization. She is a music teacher. She did, however, cooperate with her husband in an unsuccessful campaign to organize a strike among the United Railroads carmen.

For the first time in a labor case a "silent jury" composed of trades unionists was appointed by labor organizations to sit in the court room and return a verdict to labor as to whether the defendant was guilty. Their verdict, reached in a far shorter time than that of the real jury, was likewise "not guilty."

HOUSING ENGLISH MUNITION WORKERS

THE serious shortage of housing accommodation which exists around the new, and some of the older, munitions works in this country was referred to in the article on Industrial Poisons in Munitions Plants in the SURVEY for June 30. A similar problem has had to be met by the British Ministry of Munitions, and some of the steps taken by it recently may be of interest.

In the first place, investigations were made whether the shortage reported was purely temporary or whether it antedated the war industries. In the latter case, the effort has been principally in the direction of stimulating the erection of permanent buildings; in the former temporary provision only has been made. In addition to this distinction, there has been careful study of the differences in local conditions with a view to rendering the most effective assistance to the local authorities primarily charged with the duty of preventing overcrowding.

Thus, in some cases, public utility housing societies—that is, societies limited by statute as regards profits and subject to other restrictions—have been given loans for the greater part of the capital required for building, usually at 5 per cent interest and repayable in forty years. In some cases, employers have been allowed to charge some portion of the cost of building workmen's houses, due to the higher war prices of material, wages, etc., against that part of their profit which, under the present system of taking excess profits for the nation, would have gone to the treasury. In some cases, loans have been made to the local authorities themselves.

The type of permanent building sanctioned usually is the familiar English two-story brick cottage containing kitchen, living room, two or three bedrooms and bath. Where temporary accommodation only was required, experiments have been made in a variety of types of construction—cottages, hostels and hutments, or groups of hostels.

In two cases, the ministry itself has been obliged to build whole villages, with stores, schools and churches. The temporary cottages are built either of wood or of concrete, in the latter case almost always only one story high, which makes possible the use of large standardized slabs and whole moulded walls.

The building of hostels has been resorted to where large numbers of single

workers, men or girls, had to be accommodated, usually for thirty persons each. In addition to kitchen and dining room, these buildings have cheerful common rooms to enable wholesome social life. The hutment system, also used chiefly where large numbers of girls had to be housed, makes use of larger individual units, each accommodating from 100 to 130 persons, sleeping in single or double cubicles.

To economize, the dining and common rooms in the case of these hutments or colonies, usually are centralized in a separate building, adjoining an administrative block which also houses the offices and rooms of the lady superintendent and her staff. The dormitory blocks have an adequate number of bathrooms and all the buildings are heated by hot water pipes.

COMMUNICATIONS

THE RIGHTS OF CHILDREN

TO THE EDITOR: May I, through the SURVEY, make a request to the Children's Bureau, which collects for us and distributes such valuable information.

There is no country which has recognized the right of every child to two parents as has Norway; the right of the illegitimate child to a father, and to that father's name; the right to inherit from the father, and the right to support and education at least up to sixteen, from both parents, and in proportion to the financial ability of each. The Castberg law, as it is called, "concerning children whose parents have not married each other," is being discussed in this country, with the view of presenting a bill drafted on similar lines to some state legislatures in 1918. There is, however, no translation in English in existence, so far as I know, and the German translation is not obtainable. The Children's Bureau would be adding another to its many good works if it would put out, as a public document indispensable at this stage to all interested in child welfare, such a translation of the Norwegian law.

Chicago.

ALICE HENRY.

A CHALLENGE

TO THE EDITOR: There are some of us who are unable to allow ourselves to be swept by the current into the psychic maelstrom of the world-war. We are unable to believe that methods we deemed hideously unjust in 1914 should seem necessary to world righteousness in 1917. To all such there comes a mighty challenge.

On all sides we see the patriots flocking to the colors, giving money, efforts, homes, and lives. If we would convince them of our sincerity, of the worth-whileness of our humanitarian ideals, we, too, must sacrifice, must show courage. In the midst of an almost universal activity toward death, we must have equal energy and enthusiasm for education, for social work, for all that tends to enrich life. The various ways in which this can be done will suggest themselves to an earnest seeker. There are hints on every hand.

(Continued on page 462)

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THE mornings will be devoted to lectures and round-table discussion supplemented by four hours a day of field work.

SPECIAL talks will be given by Katherine B. Davis, Chairman of the Parole Commission, New York City; Mr. Arthur W. Towne, Director of the Society for the Prevention of Cruelty to Children, Brooklyn; Mr. Frederick H. Whitin, Secretary, Committee of Fourteen; Mrs. Henry Moscowitz, Secretary of the Mayor's Committee of Women on Defense; Mr. Orin C. Baker, Secretary of the Travelers' Aid Society, and Mrs. Jane Rippin, Chief Probation Officer, Women's Court, Philadelphia.

APPLICATIONS should be sent to Miss Maude E. Miner, 130 East 22 Street, New York City. Preference will be given to women who have already had experience in social work in this particular field.

COMMUNICATIONS

(Continued from page 460)

We must strive for public expression of the purpose of this war. Attaining this, we must keep that end in view and emphasize it. We are apt to forget the end in the enthusiasm for the means, i. e., the war. If we are fighting for democracy, let us not allow democracy to be killed at home. All our civil individual rights must be safeguarded. Diplomacy can win the objects of the war perhaps better than battles. We must not forget Wilson's inspiring phrase, "peace without victory."

In the sudden strain of war on our social organism, the disharmonies and injustices are brought to light. We must call attention to these. Justice must be granted to the workers, and they must not be over-burdened. Graft and profiteering must be watched.

If there is conscription of life, there should also be conscription of wealth. Private property rights must be subordinated to the social welfare of all. Let the lesson of the benefits of cooperation be well learned, so that it will not be forgotten with the advent of peace.

We should not fail to speak against the violation of sincere individual consciences by social, political, or military persecution. Conscience should not be treated as a crime, as it was in England. If there is one thing more than another that tends to make the world better it is conscience. Fortunately, we have the word of President Wilson that "This is in no sense a conscription of the unwilling."

Above all things, we should strive for an early and lasting peace, that we may not lose to posterity our young men, whose faith, courage, and ideals are the hope of the future. There is much hard work of this sort to be done by those who still have faith and courage. May we not fail to meet the challenge.

SEDLEY HOPKINS PHINNEY.

Cleveland.

PUNISHMENT

TO THE EDITOR: Because I am subscribing to the SURVEY at present I am obliged to register my dissent from the views expressed in your signed editorial in italics on page 406 of the August 4 issue. Such pacifism (I, being sane, am a pacifist) would condemn the world to centuries of war more ghastly, more villainous than the present war.

Can you be ignorant or can you ignore the fact that Germany has set loose in the world a moral pestilence which, if it is not stamped out now, must run its horrid course?

Are you not aware that this has been a war not between armies chiefly, but of the German people against civilian populations whom they have deliberately attempted not merely to ruin materially, but physically, mentally and morally as well?

You talk about our keeping down rank growth of social hate. Are you not aware that the German people—a citizen army—have been occupied meanwhile with sowing hate monstrously, minutely, ineradicably, through and through the populations that surround them—a hate born of injuries so dastardly, so intimately personal that they will not, ought not and can not be forgiven for generations to come? If you will imagine (pardon me, because it bears directly on the views which you express) your own wife and your growing daughters outraged and with child by German citizen soldiers, and this of your neighbors and the nation through, you will better appreciate the situation to be dealt with. Madame Paderewski declares that by July, 1916, 500,000 young Polish women had had babies from such outrage. What is now taking place of that sort in Belgium and North France you may learn

from the *Journal d'une deportee* in a recent issue of the *Revue des deux mondes* (I have sent for it, but do not know the exact date), of which a summary was given in the *New York Tribune* of July 15 last.

Imagine as well your own home and those of your neighbors not only robbed and smashed, but filled actually with the excrement of these German citizens—every filthy insult of the degenerate, in short, heaped upon you and yours. I do not profess to know why you and others (even who do not share your views) avert your eyes from these facts and their like. It is unwise. The facts are proved, they distinguish this war—such things have been done before, but never on such a scale, so systematically, by an army of citizens straight from civil life. They can not be dodged. They have got to be dealt with.

If the German people are not crushed, mercilessly punished and efficiently policed, then their guilty fears on the one hand, and the hate they have so deeply implanted in their countless victims on the other will infallibly bring on another war almost immediately. For no German life is going to be safe in Europe after this war unless it is under heavy guard.

If, moreover, the principle of individual punishment for the infamous crimes committed by the German army of citizens in the present war is not established at the peace, then they become a part, automatically incorporated, of future wars. Either international usage is to be reinstated as law by the trial and the punishment on conviction of its assailants before an international tribunal as part of the final peace, or the work of centuries to institute international law is utterly destroyed.

Brooklyn.

ELLIS G. SEYMOUR.

JOTTINGS

THE POPE'S peace proposal of last week has been printed in full in practically every American newspaper and, it is said, in most of the papers of all European countries. Discussion is fast simmering down to the answer which President Wilson is to make and as to how far he will go in stating American terms concretely.

THE tuberculosis association, the state laboratories and the State Board of Health have joined forces in North Dakota as the "North Dakota Public Health Service."

IT IS reported that a state department of health has been formed in Austria by the Emperor. The title of the chief is given as "minister of hygiene and social welfare."

A BILL forbidding dissemination of knowledge or information relative to birth control has been vetoed by Governor Brumbaugh, of Pennsylvania, in a long message in which he declares that, should it be approved, it would be "more honored in its breach than in its observance."

A CONCISE and useful Handbook of Labor Laws of New York has been prepared for the Brooklyn Auxiliary of the Consumers' League by Katherine Anthony. The pamphlet is so arranged that all labor laws relating to the same subject, as well as statutes concerning labor drawn from the compulsory education law, the domestic relations law and

the penal code, are grouped under separate headings.

AMONG the measures adopted by the first national medical congress of the Argentine Republic, recently held, was that hospitals and sanatoria be founded at the seashore or in the mountains for tuberculous children and that protective measures be followed with the newly-born children of consumptive mothers.

DANTE BARTON, vice-chairman of the Committee on Industrial Relations, died August 5 in New York—a journalist who, year after year, in his newspaper work in Kansas City, made signal contribution to the progressive municipal, social and economic thinking of the whole Southwest.

IN VIEW of the heavy wartime demands made upon the Rockefeller Foundation, Mr. Rockefeller has rescinded that provision of his gift which left in his own hands the disposition of a large proportion of the foundation's income. Hereafter the responsibility rests on the board.

WITH the purpose of "Christianizing the social impact and socializing the Christian impact" of intelligent people of the South on the South, the Southern Summer School of Social Service is holding its fourth successive August of study courses and lectures at Robert E. Lee Memorial Hall of the Blue Ridge Association, Blue Ridge, N. C.

TO help in preventing the spread of diseases from state to state, the federal Public Health Service has arranged to vaccinate without cost persons who apply at designated stations in thirty-nine states, as well as in Hawaii, Porto Rico, and Alaska. The addresses may be had from the Public Health Service, Washington, D. C.

BY DIRECTION of the State Department, the American Legation at Berne, Switzerland, has formed an organization to cooperate with the Spanish ambassador in Berlin who represents American interests in Germany for the relief of Americans who are now or may be in the future detained as prisoners of war in that country. The name of the new organization is the American Prisoners' Central Committee, the address, Berne, Switzerland.

THE Associated Charities of Worcester, Mass., has estimated that the cost of a relief unit made up of flour, potatoes, salt pork, beans, molasses, sugar, cornmeal, condensed milk, oatmeal, tea and soup in 1904 was \$1.80; in 1915, \$2.36; in 1916, \$3.07; in May, 1917, \$5.10. Ten dollars would buy as much of these foods in 1904 as \$28.33 would buy in May, 1917; and \$15 in September, 1916, would purchase as much food as \$24.91 in May, 1917. Rent and clothing have not advanced proportionately.

THE Equal Franchise Federation of Pittsburgh brought out, on August 1, the first number of a new publication, *Publicity*, which is primarily for the purpose of illuminating with current news the political situation in Pennsylvania. Its principal program is the promotion of legislation for the suppression of vice, the elimination of liquor from politics, woman suffrage, protection of childhood, and restriction of child and woman's labor.

AT THE invitation of the Executive Council for Defense, of West Virginia, Hastings H. Hart, of the Russell Sage Foundation, and Charles L. Stonaker, of the Charities Aid

and Prison Association of New Jersey, have made a study of the social resources of West Virginia. It is expected that as a result of the study a program can be developed whereby the Executive Council for Defense will become the center of the patriotic activities of the state, the source of advice, information and instructions.

THE war has brought Thomas W. Garvin back to social work. For some years director of men's and boys' work at Hiram House, Cleveland, Ohio, more recently, secretary of the Cleveland Advertising Club, and most recently assistant to Richard H. Waldo, of the New York *Tribune*, Mr. Garvin has accepted an appointment by the Federal Commission on Training Camp Activities as director of the cantonment at Spartanburg, S. C. New York troops will be trained there.

PROFESSOR VICTOR HORTA, one of the most distinguished Belgian architects, has recently been appointed to George Washington University as Belgian Scholarship Professor of Architecture. This appointment is one result of the steadily growing Belgian scholarship fund which is being administered with the aim of "giving Belgian scholars, writers and artists a chance to resume their work, and to assist in the reconstruction of a greater Belgium in respect to education, when war is over."

ALIDA LATTIMORE, of New York city, is organizing the various activities of the Public Welfare Association in Bellville, Ohio, which developed from the survey made there by Ohio State University. The association is financed by the foundation left by a young banker, Mr. Cockley, for the benefit of his town. Bellville has the distinction of being the pioneer in this work in villages having less than one thousand inhabitants. Miss MacDonald, Cornell College of Agriculture, 1917, will take up the work of community secretary in Bellville.

THE PEORIA (Illinois) War Relief Association has been organized with the backing of the Chamber of Commerce, for the financing of war-time needs, and the prevention of a multitude of indiscriminate appeals. It has obtained monthly pledges and makes appropriations to such organizations as the local Red Cross, the Associated Charities, the Nursing Association and the Y. M. C. A. in so far as they have served soldiers and sailors or their families. By furnishing, when necessary, shoes, meals, etc., to soldiers en route through the city, it has made other solicitation for such gifts necessary.

ANOTHER chain letter for war relief has made its appearance in the eastern states, having traveled clear across the continent from Seattle. It is ostensibly for a special hospital in Paris, claiming the endorsement of the French consul at Seattle and of the Red Cross which, it says, has promised \$2,000 for every \$18,000 raised. Both the consul and the Red Cross repudiate any connection with the appeal. It has been calculated that the cost of a four-letter chain, if carried out to the tenth serial number, would aggregate a total of \$240,000,000 in postage alone, not counting the cost of paper, stenographic work, etc.

THE travelers' aid section of the Southern Sociological Congress was attended by fifty-two accredited representatives from twenty-six cities, representing sixteen states. The program included all the problems that may beset a traveler—from the inducements that

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COMPETENT experienced woman, head of child-caring institution, desires to change to similar position November 1. Middle West preferred. Good references. Address 2577, SURVEY.

WANTED: Position as secretary to professional or literary person, or social worker, in New York or Brooklyn. Excellent references. Address 2576 SURVEY

WANTED: A position as head of sewing room in institution, middle west preferred, or as housekeeper in same by refined, capable woman, two years college training, excellent seamstress and plain dressmaker, where she can have her little boy, six years old, with her. Best references. Address, MRS. ANNA GOODRICK, Room 206, 433 E. Grand Avenue, Beloit, Wisconsin.

HELP WANTED

WANTED—Young woman as resident assistant in Jewish Settlement, New York City. Address 2572 SURVEY.

MANAGER and leaders for women's and girls' department in Jewish social centre now organizing. Write full details—education, training, experience, special abilities, interests, etc. LEDERMAN, 2005 Amsterdam Ave., New York City.

may cause them to leave their homes, the necessary protection at junction points and terminals, the housing problem on arrival, and the assimilation in the new community. It also included subjects pertaining to the nervous and unsettled conditions on account of the war, and plans were discussed for intensifying travelers' aid work in all parts of the United States, especially around camp centers and in munition manufacturing cities. A study of the experience of travelers' aid in Canada, the European countries at war and the conditions that existed on the Mexican border was the foundation upon which the plans were discussed and developed.

SHORTAGE of coal has begun seriously to embarrass municipal enterprise in Italy. The municipal baths of Milan, according to a report of Consul John H. Grout, have been obliged to close for three days each week since January. The baths are very popular with the working classes; the price of admission to the swimming pools is from two to six cents, including trunks and towel, with an added charge of six cents for a separate dressing compartment and shower. The largest of the municipal baths, the Ponte Gabelle, is excellently arranged for comfort and sanitation; the walls are of white tile, the floor of cement, and the tubs of white porcelain.

NINETEEN states pledged to direct law-making by means of the initiative and referendum and several hundred towns and cities governed under the commission plan are tallied up by the National Popular Government League in the three years of its existence. It inaugurates its fourth year by the issue of a monthly magazine, *Popular Government*, the first number of which contains, among many other interesting contributions, an account of the spread of democratic government in foreign countries. The organization of an international popular government league, to link up and stimulate this movement in the different countries, is in process.

PENNSYLVANIA has enlarged its pension roll for mothers. At the session of the legislature just adjourned, \$400,000 was appropriated for this purpose, with \$18,000 for state supervision and surveys and investigation. When there is added to this \$400,000 the non-merging balance of \$45,000 from the previous fiscal period and the \$445,000 which is required from the counties, the Pennsylvania widows are found to have almost \$900,000 to their credit for the next two years. Heretofore the sum has never exceeded \$500,000. The money is distributed to the counties on the basis of population.

PUBLIC opinion in Chicago among those familiar with modern methods of treating the mentally ill has been aroused by a judge who caused his bailiff at one time to issue writs of habeas corpus for thirteen patients who had been declared insane and had been under treatment in one of the state hospitals, and again for twenty-nine with no further knowledge than letters written to him by these patients. No action was taken by the state in the matter of the first thirteen, as they were practically all recovered and would very soon have been discharged; but when the second order came, the director of public welfare for the state of Illinois decided upon the advice of the attorney general to protest and the case was continued until the third Monday in September. The judge is described as kindly disposed, but this method of deciding whether or not a patient is recovered could easily result in serious harm.

FEARS of labor leaders that "anti-idleness" laws may be turned into strike-breaking measures have been realized in West Virginia, where a so-called vagrancy act was passed at the last session of the legislature. Under the act which was put through as a war measure, it is unlawful for any citizen of the state between the ages of sixteen and sixty to fail to work a certain number of hours per week. Now when miners employed by the Monte Coal Company at Ottawa suspended work because they were not permitted to present grievances to the management, the company seized upon the vagrancy law to drive them back to employment. Two miners and their sons were arrested and the company employed an attorney to assist the county prosecutor. Coal companies lobbied for an anti-strike law at the last session of the legislature, but were defeated by organized labor.

THE Industrial Commission of Wisconsin has submitted its first report on apprenticeship since the law of 1915, which requires minors learning a trade to be under legal contract; provides for trade instruction in a school five hours per week until the age of eighteen, and gives the state, through the Industrial Commission, power to classify trades, supervise contracts and mediate differences between apprentices and employers. The result of the law has been that 468 new contracts were entered into in 1916 as compared with 163 in 1915 and 220 in 1914. The greater part of them are in the machinists' trade. Very few apprentices start at less than ten cents per hour, and most of them begin at twelve cents per hour. These wages are increased every six months up to twenty cents per hour and above during the last period of apprenticeship. Of the contracts in force on January 1, 1917, 34.8 per cent were entered into by boys sixteen years of age; 29.7 per cent by boys seventeen years of age, 19.2 per cent eighteen years of age; while all above eighteen years total only 16.3 per cent.

THE *Collège Libre des Sciences Sociales* in Paris, of which Paul Deschanel, president of the Chamber of Deputies and a member of the Academy, is president, has conducted since the beginning of the war afternoon and evening courses of study relating social progress to war conditions. Each course of lectures, which has been extremely well attended, is re-enforced by visits to social institutions and factories. Among the subjects treated this year are: A New War and a New Peace, German Political Science and the Conduct of War, The Recovery of France after the Great Wars of the Past, The Reconstruction of Cities, Towns and Villages After the War, Professional Representation and Training, War and Language, Woman in Agriculture, Women and the War, The Lessons of the War, War Orphans, and series of lectures on various French colonies and foreign countries. This college prides itself on providing a platform for the free teaching of the most controversial social doctrines by the recognized authorities in each field.

THE WISCONSIN Anti-Tuberculosis Association has adopted the plan of sending out from time to time from its headquarters in Milwaukee, small informal bulletins to superintendents of the various tuberculosis sanatoria and to all public health nurses in the state. These bulletins are usually only about four or five pages in length and contain short articles, suggestions, questions, and brief items of interest to those engaged in health work. The material contained therein is of a more personal nature than that published in the *Crusader*, the official monthly

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SINGLE TAX LEAGUE, Arden, Delaware, Dept. 25

TAX LAND

publication of the association. The idea of the bulletins is to bring those who are doing the actual public health and tuberculosis work in the field into more personal contact with the association and its work, and to serve as a means of the mutual exchange of ideas upon those seemingly unimportant matters which are so vital to the success of the health worker. To save expense these bulletins are multigraphed instead of printed. It is felt that this is an effective means of securing cooperation among the workers.

SOME of the proposals by which the practice of physicians who go to France may be protected in their absence are recorded in the current issue of the *Journal of the American Medical Association*. One Kansas society resolved that all patients attended during the absence of their regular physician should be restored to him on his return to the country, with one-third of the income received from this temporary practice. A Pennsylvania society will pay 35 per cent to the doctor in military service. The Society of the County of New York has started a fund to aid the families of absent physicians which will be administered through the Academy of Medicine. Many universities are arranging to re-employ members of their teaching staffs after their return.

PROBABLY the quickest clean-up ever effected in an American city resulted on August 8 from a visit to Mayor W. B. Mooers, of Plattsburg, N. Y., of the commandant and adjutant of the officers' training camp, accompanied by Walter J. Hooke, representing the Committee on Training Camp Activities. After spending an hour with the delegation and having become thoroughly aroused to the fact that only immediate compliance with their demands could save for Plattsburg the second officers' training camp to be opened on August 27, the mayor summoned by telephone the city council for an emergency session. A few minutes later, he was duly empowered to close between 7 P. M. and 8 A. M. nine saloons objected to by the camp authorities, to close one dance hall and subject the others to a license, and to replace the police commissioner. A further proposal of the mayor for the appointment of two policewomen was deferred for further discussion, the expenditure being deemed unnecessary by members of the council, who thought there would be nothing for such officers to do if the other measures approved at the meeting were carried out.

BECAUSE of the large number of "green hands" who must replace men who are drafted, a conference will be called in New York in September by the National Safety Council to emphasize the extraordinary need for inculcating "safety-first" principles among newcomers in factories.

This Mark on Good Books



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of
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CONDITIONS
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CALENDAR OF CONFERENCES

Items for the next calendar should reach the SURVEY before Sept. 12.

AUGUST AND SEPTEMBER

- BAR ASSOCIATION, American, Saratoga Springs, N. Y., September 4-6. Sec'y, George Whitelock, 1416 Munsey building, Baltimore.
- CHARITIES AND CORRECTION, Canadian Conference of, Ottawa, September 23-25. Sec'y, Arthur H. Burnett, City Hall, Toronto, Canada.
- CRIMINAL LAW AND CRIMINOLOGY, American Institute of, Saratoga, N. Y., September 3-4. Sec'y, Edwin M. Abbott, Land Title building, Philadelphia.
- HOME ECONOMICS ASSOCIATION, American, Minneapolis, Minn., August 22-28. Sec'y, Mrs. Alice P. Norton, 1326 East 58 street, Chicago.
- INTERCOLLEGIATE SOCIALIST SOCIETY, Bellport, L. I., Sept. 18-24. Sec'y, Harry W. Laidler, 70 Fifth avenue, New York city.
- MUNICIPALITIES, League of American, Gary, Ind., Sept. 5-8. Sec'y, Robert E. Lee, Baltimore.
- MUNICIPALITIES, League of California, Santa Rosa, September 24-29. Sec'y, Wm. J. Locke, Pacific building, San Francisco.
- MUNICIPALITIES, League of Virginia, Lynchburg, Va., September 18-20. Sec'y, L. C. Brinsin, Portsmouth, Va.
- MUNICIPALITIES, Union of Canadian, London, Ontario, August 27-29. Sec'y, W. D. Lightall, Westmount, Quebec.
- SAFETY AND SANITATION, National Exposition of, New York, Sept. 10-15. Sec'y, W. C. Cameron, Continental and Commercial Bank building, Chicago, Ill.
- Y. W. C. A. Summer conferences. Central City second section, Lake Geneva, Wis., August 21-31; Town and Country, Conference Point, Lake Geneva, Wis., August 21-31; Pacific Coast City, Asilomar, Cal., August 21-31.

Later Meetings

NATIONAL

- CIVIC ASSOCIATION, American, St. Louis, October 22-24. Sec'y, Richard B. Watrous, 914, Union Trust building, Washington, D. C.
- HOUSING ASSOCIATION, National, Chicago, October 15-17. Headquarters, Hotel La Salle. Sec'y, Lawrence Veiller, 105 East 22 street, New York city.
- INTERCHURCH FEDERATION, The Purpose and Methods of, Called by the Federal Council of the Churches of Christ in America, Pittsburgh, October 1-4. Sec'y, Rev. Roy B. Guild, 105 East 22 street, New York city.
- RECREATION CONGRESS OF THE PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA, Milwaukee, Wis., November 20-23. Sec'y, H. S. Braucher, 1 Madison avenue, New York city.

STATE AND LOCAL

- CHARITIES AND CORRECTION, New York State Conference of, Binghamton, Nov. 13-15. Sec'y, Richard W. Wallace, Drawer 17, Albany, N. Y.
- CHARITIES AND CORRECTION, South Carolina Conference of, Aiken, S. C., November. Pres., Rev. K. G. Finlay, Columbia, S. C.

PERIODICALS

Fifty cents a line per month; four weekly insertions; copy unchanged throughout the month.

- A. L. A. Book List; monthly; \$1; annotated magazine on book selection; valuable guide to best books; American Library Association, 78 East Washington St., Chicago.
- American Red Cross Magazine; monthly; \$2 a year; Doubleday, Page & Co., publishers, New York.
- American Journal of Public Health; monthly; \$3 a year; 3 months' trial (4 months to SURVEY readers), 50 cents; American Public Health Association, 126 Massachusetts Ave., Boston.
- The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher, 70 Fifth Ave., New York.
- The Club Worker; monthly; 30 cents a year; National League of Women Workers, 35 East 30 St., New York.
- The Journal of Home Economics; monthly; \$2 a year; foreign postage, 35c. extra; Canadian, 20c.; American Home Economics Association, 1211 Cathedral St., Baltimore, Md.
- The Journal of Negro History; quarterly; \$1 a year; foreign subscriptions 25 cents extra; concerned with facts not with opinions; Association for Study of Negro Life and History, 1216 You St., N. W., Washington, D. C.
- Life and Labor; monthly; \$1 a year; National Woman's Trade Union League; a spirited record of the organized struggle of women, by women, for women in the economic world; Room 703, 139 N. Clark St., Chicago.
- Mental Hygiene; quarterly; \$2 a year; National Committee for Mental Hygiene, 50 Union Square, New York.
- National Municipal Review; monthly; \$5 a year; authoritative, public spirited, constructive; National Municipal League; North American Bldg., Philadelphia.
- The Negro Year Book; an annual; 35c. postpaid; permanent record of current events. An ency-

clopedia of 41 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full index. Published under the auspices of Tuskegee Institute, Tuskegee, Ala.

The Playground Magazine; monthly; \$2; Recreation in Industries and Vocational Recreation are discussed in the August Playground. Problems involved in laying out playgrounds are taken up in detail by A. E. Metzdorf, of Springfield, Mass. Price of this issue \$.50. Playground and Recreation Association of America, 1 Madison Ave., New York.

Public Health Nurse Quarterly, \$1 a year; national organ for Public Health Nursing, 500 Lexington Ave., New York.

Social Hygiene; a quarterly magazine; \$2 per year; The Social Hygiene Bulletin; monthly; \$.25 per year; both free to members; published by the American Social Hygiene Association, 105 W. 40 St., New York.

Southern Workman; monthly; illustrated; folk song, and corn club, and the great tidal movements of racial progress; all in a very human vein; \$1 a year; Hampton Institute, Hampton, Va.

The Survey; once a week, \$3; once a month, \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

CURRENT PAMPHLETS

[Listings fifty cents a line, four weekly insertions, copy unchanged throughout the month]

ATHLETICS FOR ELEMENTARY SCHOOL GIRLS. By Ethel Rockwell, Supervisor and Director Girls' Gymnasium, Public Schools, Kalamazoo, Michigan. (Price Fifteen Cents.) Playground and Recreation Association of America, 1 Madison avenue, New York city.

CANADIAN PATRIOTIC FUND. By Paul U. Kellogg. With introduction by Ernest P. Bicknell of the Red Cross. First-hand account of case visiting and city organization of war relief for soldiers' families. Price 10 cents. Survey Associates.

COMPLETE SET OF LAWS FOR THE WELFARE OF ALL MISSOURI CHILDREN, A. Prepared by the Missouri Children's Code Commission. Manley O. Hudson, sec'y, State University, Columbus, Mo.

CRIME PREVENTION: THE STUDY OF CAUSES. By Dr. Thomas H. Haines, 1194 Oak street, Columbus, Ohio. Bulletin No. 5 of the Bureau of Juvenile Research.

HART, SCHAFFNER & MARX LABOR AGREEMENT. By J. E. Williams, Sidney Hillman and Earl Dean Howard, Hart, Schaffner & Marx, Chicago.

HOSPITAL AID FOR SCHOOL CHILDREN. Facilities and Procedure for Tonsil and Adenoid Operations in New York City Hospitals and Dispensaries. By J. H. Berkowitz. Bureau of Welfare of School Children, Association for Improving the condition of the Poor, 105 East 22 St., N. Y.

INTEREST OF THE COMMUNITY IN CANCER. By Louis I. Dublin. Metropolitan Life Insurance Company, New York.

LIVING WAGE BY LEGISLATION, A. The Oregon Experience. By Edwin V. O'Hara, chairman Industrial Welfare Commission. State Printing Department, Salem, Oregon.

PUBLIC SCHOOLS ATHLETIC LEAGUE. Playground and Recreation Association of America, 1 Madison avenue, New York city. (Price Fifteen Cents.)

SOCIAL WORK AND THE WAR PAMPHLETS:

- No. 87 SOCIAL PROBLEMS OF THE WAR. Edward T. Devine (10 cents).
- No. 88 WAR RELIEF IN CANADA. Helen R. Y. Reid (12 cents).
- No. 89 PUBLIC HEALTH NURSING AND THE WAR. Mary E. Lent (8 cents).
- No. 91 THE PUBLIC HEALTH IN WAR TIME. Dr. C.-E. A. Winslow (8 cents).
- No. 93 MOBILIZATION OF THE BRAIN POWER OF THE NATION. Stewart Paton, M. D. (8 cents).
- No. 94 ECONOMY IN DIET. Prof. Graham Lusk (12 cents).
- No. 98 THE RELATION OF FOOD ECONOMICS TO THE NUTRITIVE VALUE OF THE DIET. Lucy H. Gillet (8 cents).
- No. 104 THE NEGRO AND THE NEW ECONOMIC CONDITIONS. R. R. Moton (6 cents).
- No. 105 FINANCING CHARITIES IN WAR TIME. Samuel McCune Lindsay (6 cents).
- No. 106 ILLEGITIMACY IN EUROPE AS AFFECTED BY THE WAR. Emma O. Lundberg (8 cents).

Order by number. Send remittance with order. Address National Conference of Social Work, 315 Plymouth Court, Chicago.

SWORD OF DAMOCLES, THE. By William C. Rucker, Assistant Surgeon General, United States Public Health Service. 10 cents from American Social Hygiene Association, 105 West 40 St., N. Y.

THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

SURVEY

ASSOCIATES
INC.

KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corresponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your community or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall endeavor to get your inquiry into the right hands.

WARTIME SERVICE

"HOW the SURVEY can serve" was the subject of an informal conference held early in April, in our library, to which we asked the executives of perhaps twenty national social service organizations. The conference was a unit in feeling that as a link between organized efforts, as a means for letting people throughout the country know promptly of needs and national programs—how, when and where they can count locally—the SURVEY was at the threshold of an opportunity for service such as has seldom come to an educational enterprise.

The development of this directory is one of several steps in carrying out this commission. The executives of these organizations will answer questions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime demands.

SUBJECT INDEX

Americanization, NLIL.
Birth Registration, AASPIM.
Blindness, NCPB.
Cancer, ASCC.
Central Councils, AAOC.
Charities, NCSW.
CHARITY ORGANIZATION
Amer. Assn. for Org. Charity.
Russell Sage Fdn., Ch. Org. Dept.
Charters, NML, SBO.
CHILD WELFARE
Natl. Child Labor Com.
Natl. Child Welf. Exhibit Assn.
Natl. Kindergarten Assn.
Russell Sage Fdn., Dept. of Child Helping.
Child Labor, NCLC, AASPIM, NCSW, PRAA.
CHURCH AND SOCIAL SERVICE
(Episcopal) Jt. Com. on Soc. Ser., PEC.
(Federal) Com. on Ch. and Soc. Ser., FCCCA.
(Unitarian) Dept. of Soc. and Pub. Ser., AUA.

CIVICS

Amer. Proportional Rep. Lg.
Natl. Municipal League.
Short Ballot Org.
Survey Associates, Civ. Dept.
Civilian Relief, ARC.
Clinics, Industrial, NCL.
Commission Government, NML, SBO.
Community Organization, AISS.
Conservation, CCHL.
[of vision], NCPB.
Clubs, NLWW.
Coordination Social Agencies, AADC, AISS.
Correction, NCSW.

COUNTRY LIFE

Com. on Ch. and Country Life, FCCCA, ARC.
Crime, SA.
Disfranchisement, NAACP.

EDUCATION

Amer. Library Assn.
Natl. Kindergarten Assn.
Russell Sage Fdn., Div. of Ed.
Survey Associates, Ed. Dept.
Electoral Reform, NML, HI, TI, APKL.
Eugenics, ER.
Exhibits, AASPIM, NCPB, NYSHS.
Fatigue, NCL.
Feeble-mindedness, CPFM, NCMH.

FOUNDATIONS

Russell Sage Foundation
Franchises, NML.

HEALTH

Amer. Pub. Health Assn.
Amer. Assn. for Study & Prev'n't'n Inf. Mort.
Amer. Social Hygiene Assn.
Amer. Soc. for Cont. of Cancer.
Amer. Red Cross.
Campaign on Cons. of Human Life, FCCCA.
Com. of One Hund. on Natl. Health.
Com. on Prov. for Feeble-minded.
Eugenics Registry.
Natl. Assn. for Study and Prev't. Tuberculosis.
Natl. Com. for Ment. Hygiene.
Natl. Com. for Prev. of Blindness.
Natl. Org. for Public Health Nursing.
Natl. Soc. Hygiene Assn.
New York Social Hygiene Society,
NCSW, NCWEA,
Survey Associates, Health Dept.

Health Insurance, AALL.

History, ASNLIH.

Home Economics, AHEA.

Home Work, NCL, NCLC.

Hospitals, NASPT.

Idiocy, CPFM.

Imbecility, CPFM.

IMMIGRATION

Council of Jewish Wom., Dept. Im. Ad.
Natl. Lib. Im. League, NFS, TAS.
Industrial hygiene, APHA.

INDUSTRY

Amer. Assn. for Labor Legislation.
Natl. Child Labor Com.
Natl. Consumers League.
Natl. League of Wom. Workers.
Natl. Wom. Trade Union League.
Russell Sage Fdn., Dept. Ind. Studies.
Survey Associates, Ind. Dept.
NCSW.

Insanity, NCMH.

Institutions, AHEA.

INTERNATIONAL RELATIONS

Com. on Int. Justice and Good Will, FCCCA.
Survey Associates, For. Serv. Dept.
Labor Laws, AALL, NCL, NCLC.
Legislative Reform, APRL.
Liquor, NML.

LIBRARIES

American Library Assn.
Russ. Sage Fdn. Library.
Mental Hygiene, CPFM, NCMH.
Military Relief, ARC.
Minimum Wage, NCL.
Mountain Whites, RSP.
Municipal Government, APRL, NFS, NML.
National Service, AISS.
Negro Training, ASNLI, HI, NAACP, TI.
Neighborhood Work, NFS.
Nursing, APHA, ARC, NOPHS.
Open Air Schools, NASPT.
Peonage, NAACP.
Playgrounds, PRAA.
Physical Training, PRAA.
Police, NML.
Protection Women Workers, NCL.
Prostitution, ASHA.
Public Health, APHA, COHNH, NOPHS.

RACE PROBLEMS

Assn. for Study Negro Life and Hist.
Hampton Institute.
Natl. Assn. for Adv. Colored Peop.
Russell Sage Fdn., South Highland Div.
Tuskegee Institute.
ALIL, ER.

Reconstruction, NCSW.

RECREATION

Playground and Rec. Assn. of Amer.
Russell Sage Fdn., Dept. of Rec.

REMEDIAL LOANS

Russell Sage Fdn., Div. of Rem. Loans.
Sanatoria, NASPT.
Self-Government, NLWW.

SETTLEMENTS

Natl. Fed. of Settlements.
Sex Education, ASHA, NYSHS.
Schools, AHEA, HI, TI.
Sbort Ballot, SBO.
Sbort Working Hours, NCL.
Social Agencies, Surveys of, AAOC.
Social Hygiene, ASHA, NYSHS.

SOCIAL SERVICE

Amer. Inst. of Soc. Service.
Com. on Ch. and Soc. Service, FCCCA.
Dept. of Soc. and Public Service, AUA.
Joint Com. on Soc. Service, PEC.

SOCIAL WORK

Natl. Conference of Social Work.
Statistics, RSP.

SURVEYS

Russell Sage Fdn., Dept. Sur. and Ex.
NCMH, PRAA, NCWEA.
Taxation, NML.

TRAVELERS AID

Travelers Aid Society.
Cjw,
Tuberculosis, NASPT.

Vocational Education, NCLC, RSP.
Unemployment, AALL.

WAR RELIEF

Am. Red Cross.

WOMEN

Amer. Home Economics Assn.
Natl. Consumers' League.
Natl. League of Wom. Workers.
Natl. Women's Trade Union League.
Cjw., TAS.
Working Girls.
NLWW., TAS.

ALPHABETICAL LIST

✓ AMERICAN ASSOCIATION FOR LABOR LEGISLATION—John B. Andrews, sec'y; 131 E. 23 St., New York. Workmen's compensation; health insurance; industrial hygiene; unemployment; one-day-rest-in-seven; administration of labor laws.

AMERICAN ASSOCIATION FOR ORGANIZING CHARITY—Mrs. W. H. Lothrop, ch'n; Francis H. McLean, gen. sec'y; 130 E. 22 St., New York. Correspondence and active field work in the organization, and solution of problems confronting, charity organization societies and councils of social agencies; surveys of social agencies; plans for proper coordination of effort between different social agencies.

✓ AMERICAN ASSOC. FOR STUDY AND PREVENTION OF INFANT MORTALITY—Gertrude B. Knipp, exec. sec'y; 1211 Cathedral St., Baltimore. Literature on request. Traveling exhibit. Urges prenatal instruction; adequate obstetrical care; birth registration; maternal nursing; infant welfare consultations.

ASSOCIATION FOR THE STUDY OF NEGRO LIFE AND HISTORY—Carter G. Woodson, director of research; 1216 You St., N. W., Washington, D. C. To popularize the Negro and his contributions to civilization that he may not become a negligible factor in the thought of the world.

AMERICAN HOME ECONOMICS ASSOCIATION—Mrs. Alice P. Norton, sec'y; 1326 E. 58 St., Chicago. Information supplied on anything that pertains to food, shelter, clothing or management in school, institution or home.

AMERICAN INSTITUTE OF SOCIAL SERVICE—Founded by Dr. Josiah Strong. Nathaniel M. Pratt, gen. sec'y. Edward W. Bemis, Robert A. Woods, dept. directors, Bible House, Astor Place, New York. Welcomes inquiries as to all matters of community organization and progress. Members of its staff glad to enter into consultation by correspondence about given conditions or particular projects. Assists in bringing to individual new undertakings the combined results and lessons of the best productive achievement. Ready to aid in securing publications, speakers, temporary or permanent leadership. Particular attention given to requests from communities in which all such effort is at an early stage. Seeks to bring about better cooperation among specialized national organizations, toward securing the more comprehensive local application of their types of service. Promotes the fullest extension of principles and methods which on a limited scale have conclusively shown their power for the upbuilding of the nation.

AMERICAN LIBRARY ASSOCIATION—George B. Utley, exec. sec'y; 78 E. Washington St., Chicago. Furnishes information about organizing libraries, planning library buildings, training librarians; cataloging libraries, etc. List of publications on request.

AMERICAN PROPORTIONAL REPRESENTATION LEAGUE—C. G. Hoag, sec'y; 802 Franklin Bank Building, Philadelphia. Advocates proportional representation, a rational and fundamental reform in electing representatives. Literature free. Membership \$1.

THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

AMERICAN PUBLIC HEALTH ASSOCIATION—Dr. W. A. Evans, pres., Chicago; A. W. Hedrick, acting sec'y; 705 Huntington St., Boston. Object: to promote public and personal health. Health Employment Bureau lists health officers, public health nurses, industrial hygienists, etc.

AMERICAN RED CROSS—Woodrow Wilson, pres.; Robert W. de Forest, vice-pres.; John Skelton Williams, treas.; John W. Davis, counselor; Charles L. McLee, sec'y.

Central Committee: Wm. Howard Taft, ch'n; Eliot Wadsworth, v. ch'n; Harvey V. Gibson, gen'l mgr.

War Council: Henry P. Davidson, ch'n; Charles D. Norton, Grayson M. P. Murphy, Edward N. Hurley, Cornelius N. Bliss, Jr., William Howard Taft, Eliot Wadsworth.

Department of Military Relief: John D. Ryan, dir.; Major Kirby Smith, Medical Reserve Corps, U. S. A., asst. dir.

Department of Civilian Relief: W. Frank Parsons, dir.

Bureau of Medical Service: Lieutenant-Colonel C. H. Connor, Medical Corps, U. S. A., dir.

Bureau of Nursing Service: Clara D. Noyes, dir.

Town and Country Nursing Service: Fannie F. Clement, dir.

Woman's Bureau: Florence Marshall, dir.

Supply Service: Frank B. Gifford, dir.

THE AMERICAN SOCIAL HYGIENE ASSOCIATION—William F. Snow, M. D., gen. sec'y; 105 W. 40 St., New York. For the repression of prostitution, the reduction of venereal diseases, and the promotion of sound sex education; pamphlets upon request; membership \$5; sustaining \$10.

AMERICAN SOCIETY FOR THE CONTROL OF CANCER—Curtis E. Lakeman, exec. sec'y; 25 W. 45 St., New York. To disseminate knowledge concerning symptoms, diagnosis, treatment and prevention. Publications free on request. Annual membership dues \$5.

COMMITTEE OF ONE HUNDRED ON NATIONAL HEALTH—E. F. Robbins, exec. sec'y; 203 E. 27 St., New York. To unite all government health agencies into a National Department of Health to inform the people how to prevent disease.

COMMITTEE ON PROVISION FOR THE FEEBLEMINDED—Joseph P. Byers, ex. sec'y; Empire Bldg., Phila. Object to spread knowledge concerning extent and menace of feeble-mindedness; initiate methods for control and eradication.

COUNCIL OF JEWISH WOMEN (NATIONAL)—Department of Immigrant Aid, with headquarters, 242 E. Broadway, New York. Miss Helen Winkler, ch'n; gives friendly aid to immigrant girls; meets, visits, advises, guides; has international system of safeguarding. Invites membership.

DEPARTMENT OF SOCIAL AND PUBLIC SERVICE, AMERICAN UNITARIAN ASSOCIATION—Elmer S. Forbes, sec'y; 25 Beacon St., Boston. Reports and bulletins free; lecture bureau; social service committees.

EUGENICS REGISTRY—Battle Creek, Mich. Board of Registration: Chancellor David Starr Jordan, pres.; Dr. J. H. Kellogg, sec'y; Prof. Irving Fisher, Dr. Chas. B. Davenport, Luther Burbank, Prof. O. C. Glaser, exec. sec'y. A public service conducted by the Race Betterment Foundation and Eugenic's Record Office for knowledge about human inheritance and eugenics. Literature free. Registration blanks for those who desire an inventory, and wherever possible, an estimate of their hereditary possibilities.

FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA—Constituted by 30 Protestant denominations. Rev. Charles S. Macfarland, gen. sec'y; 105 E. 22 St., New York.

Commission on the Church and Social Service; Rev. Worth M. Tippy, exec. sec'y; Rev. Clyde F. Armitage, asso. sec'y; Herbert M. Shenton, special sec'y; Miss Grace M. Sims, office sec'y.

Commission on International Justice and Goodwill; Rev. Sidney L. Gulick, sec'y.

Commission on Inter-Church Federations; Rev. Roy B. Guild, exec. sec'y.

Commission on Church and Country Life; Rev. Charles O. Gill, sec'y; 104 N. Third St., Columbus, Ohio.

Campaign for the Conservation of Human Life; Charles Stelzle, sec'y.

HAMPTON INSTITUTE—G. P. Phenix, vice-pres.; F. K. Rogers, treas.; W. H. Scoville, sec'y; Hampton, Va. "Hampton is a war measure" (H. B. Russell). Trains Indian and Negro youth. Neither State nor a Government school. Supported by voluntary contributions. Free literature on race adjustment, Hampton aims and methods.

JOINT COMMISSION ON SOCIAL SERVICE OF THE PROTESTANT EPISCOPAL CHURCH—Address Rev. F. M. Crouch, exec. sec'y; Church Missions House, 281 Fourth Ave., New York.

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE—Pres., Moorefield Storey; chairman, Board of Directors, Dr. J. E. Spingarn; treas., Oswald Garrison Villard; dir. of pub. and research, Dr. W. E. B. Du Bois; sec'y, Roy Nash; 70 Fifth Ave., New York. Proposes to make 10,000,000 Americans physically free from peonage, mentally free from ignorance, politically free from disfranchisement, and socially free from insult. Membership 8,500, with 86 branches.

NATIONAL ASSOCIATION FOR THE STUDY AND PREVENTION OF TUBERCULOSIS—Charles J. Hatfield, M. D., exec. sec'y; Philip P. Jacobs, Ph.D., ass't sec'y; 105 E. 22 St., New York. Organization of tuberculosis campaigns; tuberculosis hospitals, clinics, nurses, etc.; open air schools; Red Cross seals, educational methods, etc.

NATIONAL CHILD LABOR COMMITTEE—Owen R. Lovejoy, sec'y; 105 E. 22 St., New York. 35 state branches. Industrial and agricultural investigations; legislation; enforcement; education; mothers' pensions; juvenile delinquency; health; recreation.

NATIONAL CHILD WELFARE EXHIBIT ASSOCIATION, INC.—70 Fifth Ave., New York. Educational health posters covering care of babies and children. Second edition of Parcel Post Exhibit. Photogravure reproductions in color with simple, easily understood legends, attractively illustrated from original paintings; 25 posters (18" x 28") in set. Further information regarding these and other exhibits on request. Illustrated booklets on Baby and Child Care. Lantern slides.

NATIONAL COMMITTEE FOR MENTAL HYGIENE—Clifford W. Beers, sec'y; 50 Union Sq., New York. Write for pamphlets on mental hygiene, prevention of insanity and mental deficiency, care of insane and feeble-minded, surveys, social service in mental hygiene, state societies for mental hygiene.

NATIONAL COMMITTEE FOR THE PREVENTION OF BLINDNESS—Edward M. Van Cleave, mgr. dir.; Gordon L. Berry, fld. sec'y; Mrs. Winifred Hathaway, sec'y; 130 E. 22 St., New York. Objects: To furnish information for associations, commissions and persons working to conserve vision; to publish literature of movement; to furnish exhibits, lantern slides, lectures. Printed matter: samples free; quantities at cost. Invites membership. Field, United States. Includes N. Y. State Com.

NATIONAL CONFERENCE OF SOCIAL WORK—Robert A. Woods, pres., Boston; William T. Cross, gen. sec'y; 315 Plymouth Court, Chicago. General organization to discuss principles of humanitarian effort and increase efficiency of agencies. Publishes proceedings annual meetings, monthly bulletin, pamphlets, etc. Information bureau. Membership, \$3. 45th annual meeting Kansas City, spring of 1918. Main divisions and chairmen:

- Children, Henry W. Thurston.
- Delinquents and Correction, Mrs. Jessie D. Hodder.
- Health, Public Agencies and Institutions, Albert S. Johnstone.
- The Family, Gertrude Vaile.
- Industrial and Economic Problems, Mrs. Florence Kelley.
- The Local Community, Charles C. Cooper.
- Mental Hygiene, Frankwood E. Williams.
- Organization of Social Forces, Allen T. Burns.
- Social Problems of the War and Reconstruction, V. Everit Macy.

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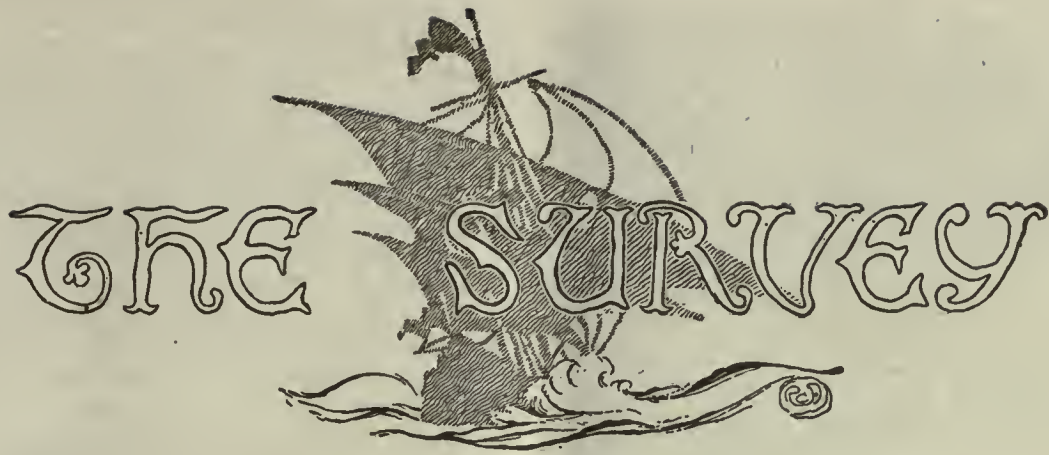
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Conquered by Dirt and Disease

Turkey's Appeal to American Sanitary and Medical Aid

By Alden R. Hoover, M.D.

MEDICAL MISSIONARY OF THE AMERICAN BOARD OF FOREIGN MISSIONS

The following article contains the substance of a report made by the author in July to the Rockefeller Foundation, which is making a careful study of conditions respecting medical work in Turkey. Dr. Hoover has for some twelve years been engaged in hospital and surgical work for the American Board of Foreign Missions, mostly in central Turkey. For seven months, in 1915, he was director of Red Cross work in Constantinople and had charge of the French hospital (40 beds), the British hospital (120 beds) and a hospital at the military barracks (556 beds). Here he had under his care thousands of wounded soldiers, most of them Ottoman Turks, and was thrown into close relation to Turkish officials, physicians and military men. The following pages contain the fullest and most authentic statement of sanitary and health conditions in Turkey which has come to this country since the outbreak of the war.

TURKEY is one of the richest regions in the temperate zone. Valuable mines of silver, copper and coal are untouched. The land after all these centuries yields a fair crop of wheat and barley with cultivation that scarcely more than scratches the ground. Fruits and nuts are of the finest. The apples of Amassia, the filberts of the Black Sea region, the tobacco of the northern region of Asia Minor, the figs of Smyrna, the cotton of the Adana region, the raw silk of Broussa are but a few samples of what might be accomplished throughout the whole country with modern agricultural methods.

As it is, the government has imposed heavy taxation, has encouraged rather than discountenanced the hatred among races. Suspicion takes the place of confidence. Towns and cities are high-walled; there is no such thing as the isolated farmhouse. Every man living for himself has taken from the country what could be gotten without thought of giving a return. The forests have been taken for fuel, even to digging up the roots. The farmer plants and reaps in a small way, may even pull up the stalks of grain by hand in order to save the straw for fodder, and seems content if in this way he ekes out an existence. It is a contentment of ignorance and resignation, for where the example of better living has been shown them Turks are eager to learn.

Flies, filth and vermin characterize the interior of Turkey. The roadside inns are notorious in this respect. Foreigners find it necessary to provide traveling beds in order to keep away from the vermin. It is common to see the village traveler sitting by the roadside picking the lice from his

underclothing. Fleas are taken for granted as a necessary evil, and they are everywhere in evidence. It makes the examination of patients in the out-patient clinic rooms a matter of great discomfort to the foreign physician. Bedbugs infest practically every home in the interior, and in such numbers as to make calling in the homes most disagreeable. A swat-the-fly campaign would be taken as a joke. Filth of all kinds is dumped in the streets, cattle slaughtered, and the blood allowed to drain away in the street. Flies in swarms cover the meats and other foods exposed for sale. A weak attempt has been made in certain cities to enforce an ordinance compelling the screening of food.

As in other countries where the science of medicine is not yet highly developed, the acute infectious diseases claim first place to attention on account of their universal prevalence, their unchecked ravages, and their preventability.

Typhus fever in 1915 caused the death of some 200,000 to 300,000 people in Turkey. The government, instead of cooperating with foreign medical missions as the Serbian government did in a similar emergency, sent their own physicians to cope with the disease, and of these several hundred took the disease and died. In the Erzerum region where, on a conservative estimate, between 60,000 and 100,000 died, soap, water and fuel were almost impossible to obtain during the epidemic. Three of our American board physicians in Asia Minor gave their lives a prey to this disease in trying to fight it single-handed.

Typhoid fever is prevalent throughout the entire country and assumes epidemic proportions in the summer and fall months. In the Caesarea region in the central part of Asia Minor, many thousands of cattle are slaughtered for making a sort of dried beef. This is done in the late summer. There are no abattoirs, the cattle are in countless instances butchered in the streets of the city. There is no system of drainage except the open sewer. I have seen a patient dying of typhoid fever in a room directly overlooking a courtyard where tons of this dried beef were being prepared and shipped to Constantinople. The better class escape the disease by living the entire summer in the vineyards outside the cities.

Asiatic cholera runs its terrible course in any given region

Courtesy the Asia Magazine



PERAMBULATING BUTCHER SHOP

"There are no abattoirs. The cattle are in countless instances butchered in the streets of the city."

Courtesy the Asia Magazine



AN OPEN-AIR SHAVE

"Innocent syphilis, carried from one to another in the same manner as any infectious disease. . . . A form commonly seen is a syphilitic ulceration of the skin."

Courtesy World Outlook



CHILDREN AND STREET SELLER

"The care of the child is simply a matter of doing the same as the forefathers did."

and then seems to leave that region for several years. It is perhaps as much dreaded as any disease in Turkey; the people look at it in a sort of hopeless terror. In the epidemic of 1910, the governor of the province could be interested only after the epidemic had gained headway in all quarters. He then gave strict orders as to quarantine of infected houses. This quarantine consisted in painting a streak of yellow paint on the door-posts of such houses. These signs, however, were absolutely disregarded by the kindly disposed neighbors of the sick. Orders to eat only cooked fruits and vegetables were disobeyed, for, as they expressed it, "Is the fruit this year any different from the fruit last year?" The city physicians in some instances were afraid to insist on the observance of this rule because of fear some personal injury to themselves might result.

Smallpox is especially prevalent in the village communities. More than half of the population of such places show the pock marks. The disease does not seem to have a very high mortality in Turkey, but it is the cause of innumerable cases of blindness among children and, in this respect, second only to gonorrhoeal infection. Vaccination is practiced in larger towns, cities and in the army. Only in the last instance is it systematically carried out.

Malaria, in all the low lands of the country, is the cause indirectly of thousands of deaths annually. The people become infected, take a few doses of quinine, partially control the disease in this way for years, all the time, however, physically unfit and an easy prey to other diseases. The disease is so prevalent that quinine sulphate is a household remedy known to every one by the name of "sulphato" and more used than any other drug in the country. The native physicians give the remedy by mouth or intermuscularly, but the result is rarely if ever controlled by microscopic examination of the blood. I have as yet seen no effort to destroy the mosquito larvæ, or to screen houses, although some in order to obtain sleep use netting over the bed.

Tuberculosis is ever-present. It is found in every city, town and village of the country. The houses themselves are contaminated, so that family after family occupying them becomes infected. With all their natural dread of the disease, the people take almost no precaution against its spread. The tubercular patient is found in the same room with other members of the family, and his bed upon the floor will be shared with others in the family. He will perhaps take the precaution to keep beside the bed an open tin cup into which he expectorates. Even in well-advanced cases he will be found eating with the family from the common dish.

If the physician pronounces the disease tuberculosis, the word sounds the death sentence for the patient in the minds of the family. They will ask what can be done to prevent others from taking the disease, but with their limited knowledge of germ infection the advice of the physician is of no practical avail, and they are apt to miss the most important point. I have many times had a glass of water brought to me for inspection, with the remark, "You can see, Doctor, there are no germs in this water." Forms of tuberculosis which are not so common in our country are exceedingly common in Turkey; for example, tuberculosis of the bones and joints, tuberculosis of the spine, tubercular glands, tubercular peritonitis, tuberculosis of the kidneys, bladder, etc. I know of no sanatoria for tuberculosis in all the interior of the country. There are ideal locations for the establishment of sanatoria in the mountain regions of the interior, with an elevation of 4,000 to 8,000 feet and with a climate quite as favorable as that of our Colorado.

Syphilis ravages some of the villages to the extent of 80 to 90 per cent of the population. This is accounted for by the manner of living of the village people, who live huddled together and use common eating and drinking utensils. The disease in such instances is the so-called "innocent" syphilis, carried from one to another in the same manner as any infectious disease. In such districts the disease is not associated in the minds of the people with immorality. A form commonly seen is a syphilitic ulceration of the skin, the so-called chronic syphilide. In the large cities, and especially in the coast cities, the social evil is flagrant. Proper treatment is costly, and in consequence the disease is allowed to run its course. A form of native treatment much used consists of mercury fumigations. This treatment so often results in mercurial poisoning that it is not at all rare to see cases of extensive necrosis of the jaw bone as a sequel. The hospitals of the interior are not equipped, as a rule, to do the Wasserman test, and no scientific study of the situation in regard to this disease is being made.

Gonorrhea is found more in the large centers than in the interior. It is probably the cause of more unhappy homes than any other disease. Pelvic infections in the female are the cause in most instances of the childless home; and in Turkey to have no child is not only the greatest of misfortunes but held to be a legitimate ground for divorce. As the cause of blindness in infants this disease holds first place. It is the most pitiable as the blindness is so easily and surely prevented by very simple means, but the midwives of the country are almost without exception ignorant and uncleanly women.

The infant mortality is hard to estimate, but is probably over rather than under 50 per cent. Very little preparation is made in the ordinary home for the new-born child. It is too often regarded as so much additional burden. The mother is attended by the midwife in the great majority of cases; the people as a rule do not consent to take confinement cases to the hospitals. The American hospitals, however, have been successful in increasing this class of patrons. The practice of the native midwives is absolutely brutal and oftentimes criminal. I have seen a case of contracted pelvis where the bones of the pelvis were broken and pulled wide apart by the combined strength of several midwives, the result being fatal to both mother and child. The induction of criminal abortion is common and results in untold misery from the consequent infection.

The care of the child is simply a matter of doing the same as the forefathers did. The new-born child is wrapped in swaddling clothes, with a sort of finely pulverized earth in place of the napkin. It is nursed whenever it cries and given a "comforter" made of a piece of Turkish sweet wrapped in a rag. At one year of age the child, although it may also nurse until it is two years or older, is given bread and a little of almost anything to eat. It is not unusual to see him toddling about with a half-eaten cucumber in his hand. Instruction in the care of the child has been taken up in some of our American board hospitals, and the eagerness shown on the part of the mothers is evidence of their desire to learn. The example of the care of the child in the American home has been a revelation to many who have had the opportunity to come in touch with American residents. The life of the woman of Turkey is circumscribed by her home and her children. Perhaps no other line of work among them would be more welcomed than instruction in the care of children.

The infectious diseases of childhood, such as measles, scarlet fever, etc., cause the death of hundreds of the children



A TURKISH BEGGAR
He lives in a hole in the cemetery.

of each city they visit. These diseases are of practically the same severity as they are in this country, but as soon as the rash is faded the child is allowed to go out and play in the streets, with the result that he dies from complications, pneumonia, nephritis, etc.

Conditions demanding surgical relief are the same as in our own country, except in different proportion as to relative frequency, and the stage of the disease when first seen by the surgeon. Cases are seen in their most aggravated form. The confidence in American surgery is seen in the work of the American hospitals in Asia Minor. The patients often come from distances of five days' journey in a country where travel is difficult. The limited capacity and more limited staff of these hospitals has resulted in the work being pretty largely surgical in nature. To give a few examples:

HOSPITAL	New Patients	In-patients	Operations
Marsovan	3186	921	898
Talas	3641	808	1165
Aintab	5215	416	462
Sivas	2650	162	186
Adana	5100	310	340
Erzerum	356	14	22
Harpoat	10154	433	273
Mardin	4792	88	119
Van	997	260	156

From the number of out-patients in comparison to the number of in-patients, it is clear that by far the greater number are not seen in the hospitals, and of those admitted to the hospitals almost all are surgical cases. The people of the country appreciate western surgery. All classes and all races, Mo-

Courtesy World Outlook



WOMEN IN A CEMETERY
The cemeteries are popular resorts. Gravestones are painted in gay colors and gold. The grave of a mother usually is marked by a symbol of fruit, that of a childless woman by a bud.

hammedan and Christian, rich as well as poor, come to the American hospitals. American surgery has proven a most effective means of breaking down prejudice against foreigners.

Turkey offers an unsurpassed field for research in such problems as the surgical forms of tuberculosis, gastro-intestinal diseases, vesical and renal calculus, trachoma, etc. It is a field which is practically open to American surgery. The way has been paved by the medical missionaries of the American board, who have won the confidence of all classes in a remarkable manner. The standard of ethics among the native practitioners is low, and as to proficiency in surgical diagnosis and operative technique, they are not able to take their place as modern surgeons. There are few indeed who would be able to meet the requirements of the American College of Surgeons.

In eye, ear, nose and throat work Turkey's need is pitiful. Trachoma is so prevalent that there should be a clinic for

the native eye surgeons still practice dislocation of the lens with needles, resulting in ultimate loss of the eye. The field for the eye specialist is unlimited.

Deafness and mutism, the result of neglected ear diseases, are frequent. One small school connected with the girls' school under the American board at Marsovan is the only school for this purpose in all Asia Minor.

Mastoid disease, and diseases of the antrum, the accessory sinuses, are common and demand the service of the specialist. The American surgeons, although there are no eye, ear, nose and throat specialists among them, have been compelled to enter this field of surgery and have done much for these sufferers.

The researches of men like Rosenow on focal infections, pyorrhea, etc., make one long to enter the unexplored field in Turkey in this line of research. It is the rarest exception to find a well-kept mouth among the middle class in Turkey.

Courtesy World Outlook



TYPICAL GROUP OF TURKS OUTSIDE A CAFE

"The centralization of political power in the hands of a few unprincipled men in the capital city . . . results in a condition which brands their country as among the least progressive on earth."

treating trachoma in every city of the country. The disease is a distinct menace to our own country as well as to Turkey, and in spite of strict immigration laws, many cases find entrance into America each year. The amount of defective vision and consequent inefficiency is incalculable. Operations for entropion and trichiasis, and effects of trachoma, are among the most frequent operations we are called upon to perform.

The prevention of blindness by the control of trachoma, gonorrhoeal ophthalmia and smallpox would be one of the greatest blessings America could give to Turkey. The blind in Turkey are objects of pity, as they are apt to be turned out as unproductive members of society, in a land where the people consider themselves poor enough without taking care of the blind, the deaf, the crippled, the aged and the insane. Cataract is common, perhaps not so prevalent as in India;

Pyorrhea is the rule. The native dentists are very mediocre, while the village people simply allow their teeth to rot uncared for unless because of pain they have them pulled. Outside of the largest coast cities, there are no American dentists in Asia Minor. The Syrian Protestant College at Beyrout has recently established a department of dentistry.

Sanitation and preventive medicine in Turkey are still in their primitive stages. The reason for this backward condition is not in the inherent inferiority of the races which are found there, but rather in the system of government. The centralization of political power in the hands of a few unprincipled men in the capital city, and the ruling of the masses by a system which deliberately aims to keep them ignorant and submissive, results in a condition which brands their country as among the least progressive on earth.

The value of preventive inoculations for such diseases as

Asiatic cholera, bacillary dysentery, typhoid fever and small-pox has never been better demonstrated than in the present war. My own prediction that epidemic disease would defeat the Turkish troops at the Dardanelles was not fulfilled, because preventive measures were taken and systematically carried out. As a result no epidemic of these diseases occurred, while typhus fever, against which they have no preventive vaccine or serum, caused the death of over 200,000 people. I went through the Bacteriological Institute in Stamboul with the Turkish physician in charge and was impressed by the evident adaptability of the Turkish doctors to the situation. With very meager equipment, using, for instance, common flat bottles for culture flasks, storing the prepared sera in old beer bottles, they were getting the desired results. Preventive measures were compulsory for the soldiers, but the general civilian population was unprovided for.

The whole problem of preventive medicine in Turkey is

in village and city sanitation;
in care of water-ways, disposal of sewage, soil pollution, etc.;
in disinfection, fumigation, quarantine.

Considered geographically, two centers naturally suggest themselves for intensive sanitary and medical aid on these lines:

1. Constantinople for the region north of the Taurus mountains, including northern and central Asia Minor, the Balkan peninsula, southern Russia;
2. Beyrout for the region south of the Taurus mountains, including southern Asia Minor, Syria and Palestine, Mesopotamia and Arabia.

As to language, the northern region is Turkish speaking, and the southern region Arabic speaking.

Constantinople would seem to be pre-eminently favored as a location for a strong medical center. Its geographical location gives easy access to the whole Near East, both southern

Courtesy the Asia Magazine



THE DOG SCAVENGERS OF CONSTANTINOPLE

"Filth of all kinds is dumped in the streets, cattle slaughtered, and the blood allowed to drain away in the street." A pack of ownerless dogs begging at the door of an eating house at Galata.

practically untouched. It involves the changing of a whole country from a backward, unprogressive one, where filth and disease make it a real menace to the world, into a clean, livable country, one which might become progressively a real resource to the world's civilization.

The needs of the public health in Turkey may now briefly be summarized as follows:

- The control of epidemic diseases;
- Campaign against tuberculosis, syphilis, gonorrhea;
- Child-welfare study, prevention of excessive infant mortality;
- Control of malaria, trachoma, hookworm, anthrax, intestinal and parasitic diseases;
- Study of insect-borne diseases;
- War against universally present vermin, lice, fleas, bedbugs;
- Care of insane, blind, deaf, lepers, crippled;
- Education of men and women in modern medicine and surgery; of mothers, nurses, midwives;
- in private and domestic hygiene and sanitation;

Europe and western Asia. Its political importance as a great capital city gives prestige to its students. Its polyglot population makes possible the easy handling of students of many nationalities and the provision of an extremely varied clinical material in medical and surgical work. Being in touch with both Occident and Orient makes more natural the introduction of modern methods in medicine and surgery. The prestige of existing American educational institutions of high grade, such as Robert College for men, and Constantinople College for women, paves the way for the introduction of a strong medical school. These things, taken in connection with the great outstanding need, would seem to mark Constantinople as one of the great strategic centers of the world for the development of a medical center for women and for men, which would be a tremendous factor in the emancipation and regeneration of the Near East.

The framework for such plan is laid in the network of American colleges and hospitals already established. In Asia Minor the hospitals of the American Board of Commissioners for Foreign Missions number nine. The strengthening of these "one-man" hospitals would allow a better grade of medical and surgical work to be done and would assure more intelligent cooperation in carrying out preventive and sanitary measures, and in effective research work. The Balkan peninsula and southern Russia have been sending students in large numbers to the colleges in Constantinople and would contribute large numbers to a medical department if such were established. The opportunity seems to me unsurpassed for developing in Constantinople one of the greatest medical colleges for women in the world.

Here, then, we have an opportunity for American helpfulness to a disease-ridden people on an unsurpassed scale and with an unsurpassed prospect of success. A general scheme, such as has been working itself out in my mind during the past ten years, would make use of all the existing facilities and, with them, would create a medical plant of the first order. The location of its units would be influenced by that of the institutions named and by the natural geographical divisions of the city, perhaps as follows:

1. A medical college in proximity to Constantinople College and Robert College, in the region along the Bosphorus a few miles above the city proper, the most beautiful as well as the most healthful location.
2. An American hospital in the same region as the medical college.
3. A polyclinic building, located near the heart of the city in the European section (Galata, Pera, Taxim, Shishli).
4. Branch dispensaries and clinic rooms located in the geographical sections of the city, as at Stamboul, Galata, Pera, Scutari, Kadi-Keuy, and perhaps others.

The whole plant should be, it seems to me, of the same grade as similar institutions in the United States, such as are classified as "A, plus" by the American Medical Association. Teaching would be in the English language without change in the curriculum of existing colleges.

The training school for nurses in connection with the hospital should be made especially strong to supply the need for trained nurses throughout the whole country. A department of midwifery would combat the malpractice and criminal work of the ignorant, untrained midwives now working in the country. A department of dentistry would find a field of work, unlimited and untouched as far as concerns research work along the lines of work recently developed in this country, as in pyorrhea alveolaris, focal infections and modern oral surgery. A school of pharmacy is needed to develop pharmacists who will hold to a high standard of ethics in their profession.

The polyclinic plan seems to fit the situation in Constantinople. It would be a modification of the Mayo clinic idea, so successful in this country. The polyclinic would be the "center" of American clinical medicine in the Near East. In the polyclinic building would be associated under one management a staff of specialists, not in jealous individual competition, but

in aggressive cooperation for the advancement of American medicine in the Near East. The staff members would be selected with the view to implanting the high standards of American medicine, surgery, preventive medicine, modern medical research, and the high principles of Christian life and service.

The staff of such a polyclinic might include specialists in internal medicine; surgery; eye, ear, nose and throat; gynecology and obstetrics; pediatrics and orthopedics; genitourinary and skin; nervous system; x-ray and photography; bacteriology, serology and pathology; epidemiology, sanitary engineering and preventive medicine; printing and library work.

The department of epidemiology should train men capable of investigating outbreaks of epidemic disease in any part of the country and of cooperating with the nearest American hospital, and with government officials, for the control and eradication of the disease.

The polyclinic would be the clearing-house for all cases of a serious nature. The patients coming to the polyclinic would be referred to such specialists as were necessary for a thorough diagnosis of the case. The patient would feel that he is here receiving the best the medical profession affords, without the confusion resulting from consulting various doctors in general practice, to be told (as is quite the rule in Turkey) that the opinion of the doctor previously consulted is entirely incorrect. The polyclinic would help in raising the general standard of ethics in the profession. Cases sent to the polyclinic from the branch clinics or coming direct would be sifted out, surgical and serious medical cases being sent to the hospital.

The branch clinics and dispensaries would be the feeders for the polyclinic and the hospital. The staff would consist of one physician, one nurse, one pharmacist and perhaps one relief worker. The work of these clinics would be much like that done in the out-patient departments of our American hospitals. A great deal of trachoma and other eye diseases make necessary clinics for the daily or tri-weekly treatment of such cases. All cases of a minor nature would be treated from these branch clinics.

Turkey in her present condition of filth and disease is a menace to civilization. American prestige in education and medicine has firm hold on the people throughout the country. America seems fitted as no other nation to cope with this urgent need. Medical and surgical work has proven one of the most effective means of winning the confidence of the Moslem people. America has the opportunity in the Near East of making one of the most vivid, practical demonstrations of modern sanitation and preventive medicine the world has ever seen. As a means of bringing Christian culture to the Near East, the medical seems the most effective. If for no other reason than to safeguard the health of other nations from this breeding place and disseminator of disease, America may well afford to embrace the opportunity which is opening before her in this region.



VIEW OF THE SCHOOL FROM THE EAST ORCHARD

Self-Government

By Calvin Derrick

FORMER SUPERINTENDENT THE IONE REFORMATORY, CALIFORNIA; ONE TIME ASSOCIATE OF WILLIAM R. GEORGE AT THE ORIGINAL GEORGE JUNIOR REPUBLIC, AND WITH THOMAS MOTT OSBORNE AT SING SING; ORGANIZER OF THE SCHOOL AT AUBURN PRISON, NEW YORK; CONSULTING EXPERT FOR THE NEW YORK CITY DEPARTMENT OF CORRECTIONS

FOUR years ago the Ione Reformatory, at Ione, Cal., otherwise known as the Preston School of Industry, was committed to a definite policy of inmate self-government. When I became superintendent at that time I outlined an unequivocal program with this reform as the keystone of its arch. I declared my belief in the fundamental principles underlying the work of William R. George at the George Junior Republic in Freeville, N. Y., with which I had been associated, and while I disagreed with Mr. George in many matters concerning the application of those principles, I went on record as believing that the principles, practically and sanely applied to any reformatory population, were not only workable but would result in a higher standing of citizenship on the part of the boy after release.

I announced my intention to commit my theories to the acid test in an old-line reformatory which had about as bad a reputation, as well as about as tough a lot of boys and as ironclad a set of officers, as any institution in the country.

It was agreed between Gov. Hiram Johnson, my board of trustees and myself, that I should have a free hand in the application of these theories for two years. If at the end of that period the plans were rejected, I should retire; if endorsed, I should continue. The fact that I remained four years and am still superintendent, on leave of absence to New York for one year, must be evidence that, so far as the trustees and Governor Johnson's administration are concerned, the plans are considered safe, sane and successful.

This is the first time in the history of penology that self-government as such has been acknowledged and endorsed by any state. It is timely, therefore, that the whole experiment and the manner of its working out should be presented.

Practically every professional friend I had, east and west, predicted failure. The superintendents of several institutions and the wardens of two prisons with whom I talked consid-

ered that I had lost my former practicality and had become a dreamer by long association with George Junior Republic ideals. A few rare spirits, mostly outside the active field, saw great possibilities if the thing could be made to succeed. They spelled "if" with capitals, spoke consolingly to me, and their wishes for my success were extended in that peculiar tone of voice which we know is meant to encourage, but really commiserates. Among institution men in general, with one or two exceptions, I found prejudice rather than reason, and almost total ignorance rather than well-digested thought about the whole theory of self-government.

Before writing this paper, therefore, I thought it desirable to get as many people as possible, representing institutions of all kinds as well as other branches of social work, to express their present views and to criticize freely all phases of the question of self-government. The Department of Sociology in the University of California, at my request, recently sent out a questionnaire dealing with the general subject of control and correction, not only in reformatories, but in any institution, and giving ample opportunity for adverse criticisms and for theoretic exposition of untried views from others. Something over one hundred replies to this questionnaire were received. The answers are an illuminating commentary on the present state of information on this subject.

For instance, one writer stated that he had fully tested the matter in his own institution, where he had given it a thorough and honest trial for three weeks, and found it to be an utter failure. Another said that he had tried it on two or three occasions, one time persisting in it for about three months, and that he found it to be a dangerous experiment. A warden of one of our prisons stated that he did not know anything personally about it, and that he did not want to; that he thought it was a foolish fad that had no place in training delinquent boys. A large number of people put forth that per-



CARPENTERS IN THEIR WORKSHOP

fectly crushing argument that seems to the minds of so many to settle the entire question, that these boys were sent to a reformatory because they had lacked the power of self-control; that if they had been able to control themselves they would not be there; that, consequently, it was absurd to expect them to be able to control themselves in the institution.

One superintendent in a northwestern state had been operating a system of self-government very nearly akin to our own for a period of nearly three years. He endorsed it, and gave his reasons clearly and forcibly for so doing. Several pointed to the George Junior Republic as a failure and said that if Mr. George, the founder, had not succeeded in establishing these principles, it was probable that they could not be established. And so on, through a long list. A study of the letters convinced the university authorities and myself of the following facts:

1. That there are a few people in institutions who thoroughly believe in the principles of democracy and their application to populations in custody;
2. That almost all of the people in institutions are ignorant of the manner in which these principles should be applied or could be applied;
3. That the rank and file of the institution people are so prejudiced against the plan that they cannot be induced to



MASON SQUAD AT WORK

examine into it with an open mind.

After reading these answers, it seemed to me that the topic Segregation, Self-government and State Control embodies the essence of the whole question of institution management. A discussion of the subject of segregation, if confined to the institution alone, becomes very narrow; a more general aspect of the subject would induce us to begin our discussion with the kindergarten, because if proper segregation took place all along the line in public schools there would not be nearly so many questions for the institutions to solve or contend with.

Our public-school system seems to be made almost exclusively for the well-understood, normal, tractable, and well-educated and well-developed child from a fairly good home. Therefore, for many children education becomes problematical. We no longer attempt to teach the physically blind and deaf with other children. They are special pupils, requiring special courses and special teachers. But our public schools still fail to see, or at least to provide for, mental blindness and deafness, while our normal schools and teachers' colleges make but a feeble attempt to train prospective teachers to become adepts and experts in detecting such blindness. Boards of education fail to provide places or courses for the training needed for these peculiar cases. Nearly 70 per cent of the children who enter the first grade drop out before they complete the eighth or grammar school course. The future education of nearly all of them becomes problematical, because they have little or no industrial value. Trade unions will not permit many to enter the trades, and too often financial conditions in the family prevent entrance to special or technical schools.

The result is that we annually have a great mass of children added to the army of the poorly prepared workers. The majority of these, however, those who are mentally capable and normally balanced, will gradually adjust themselves to conditions and fit themselves into the social order of things. The remainder, who are peculiar, defective, undeveloped, oversexed, indifferent and incapable, find themselves unable to meet conditions successfully. Their training, as well as their very existence, becomes a problem.

I mean to confine myself to this group, because it furnishes nearly all the problems of delinquency, dependency and crime with which we have to deal. These boys and girls are out of place in the home, the school, the church, the shop, or on the

street. They have little or no respect for personal rights and personal property of others. They commit all manner of crimes and become a source of danger to society. On the other hand, we must not forget that nearly all physical and mental defects and incompetency such as cause a person to become a misfit in society, are the result of conditions of certain social sins and evils, tolerated and even fostered by society. The drunkard begets the drunkard; the terrible penalties of the syphilitic are passed on to his offspring; the children of the feebleminded will naturally be feebleminded. Argument to the effect that environment will overcome inheritance is idle, even if we could all agree upon the fact, because society makes but little more effort to control environment than inheritance.

Let us suppose one of this class of incompetents has reached his highest mental level in the third grade in school at the age of ten. The law says he must continue to attend school until fourteen. The law does not provide him with any choice of work or play. He is a nuisance to the teacher and to his classmates. He becomes ashamed of his dullness, overgrown, and refuses to go to school longer, to be the fool of the class. But the truant officer visits him and he is induced to go on. Finally, he runs away. Then he is taken to the probation officer and the court. Both recognize his mental weakness, but the law says "fourteen"; therefore, he must return to school, much as he hates it, and the teacher, and the pupils. He has not one thing in common with any of them. He has interests, plenty of them, such as they are, because he is a growing boy. The law itself has made him hate law, court, officers, schools and teachers. He cannot do what they require, so he is forced to do what he can and likes to do. To do this, however, he must evade the law; he must be a truant.

His only possible solace lies in joining other truants and other incompetents who are in the same position as himself before the school, the probation officer and the court. Thus the gang is formed and must live; and by live I mean have activities and interests and excitement. So, petty crimes begin. Sooner or later, every member of the gang must be caught, arrested and sent to some institution.

Practically the first thing which society now demands is that the boy shall be taught a trade and be made self-supporting. If it were not so tragic, it would be humorous. Millions are annually spent in maintaining a most elaborate system of



CADETS IN THE SWIMMING POOL

schools, from which less than 10 per cent of the child population of the land graduates, and which fails to provide at any point for that particular class of individuals at once the greatest problem and the greatest menace in the community. This class must ultimately be trained by a different system of schooling, involving greater expense and far less satisfaction, and to get which the child must be branded as a criminal and live with the shadow of a court record forever hanging over his head. We maintain saloons, red-light districts and gambling centers, ostensibly because of the revenue which they bring to the state. But there is no state in the Union, I believe, where the revenues from such sources begin to pay for the machinery of law and the upkeep of institutions, to say nothing of the misery and tragedy in private life, which are caused directly by the products of these favored resorts.

At Ione reformatory there is every grade of incompetency, above that of absolute idiocy. Ages range from nine to twenty-five, though no one is supposed to be over twenty-one; temperament passes through all stages, from near insanity of a violent nature, to the simple-minded, good-natured child; degrees of criminality include mere dependency and murder; educational experience varies from zero to fourth year in high school; as to nationalities, they girdle the globe. For facilities, there is an ordinary grammar school course, in association



THE FOOTBALL TEAM



A MILITARY COURT

with a group of eighteen trades, or industries, ranging all the way from gardening and horticulture to fine cabinet-making.

People often say: "How can these immature boys govern themselves? If they could they would not be in Preston." Others say: "Boys should not be allowed to govern other boys—boy judges are sure to be either too lax or too severe; they have no judgment." Some say that it is a mimic government; that it simply deceives the boys into thinking that they are what they really are not and cannot be, and that it elevates unduly one set of boys—the officers—at the expense of the others—the voters.

I have known but one person who had made an intelligent study of the principles of self-government and could claim to understand them, who denounced the principles, and he was a Russian. I have known many who criticize the methods of *applying* the principles. I, myself, radically disagree with



PRESIDENT FIKEL AND HIS CABINET

Mr. George on that point. The principles of self-government are the principles of democracy. If democracy is right, then self-government is right. It is not, therefore, a question of principles; it is a question of the intelligent application of principles to a given set of conditions.

The question for discussion then is: May the principles of democracy be advantageously incorporated into the training of boys in state schools?

In the beginning, let me answer some unasked questions. In the first place, every needed medical and physical aid is given the new boy coming into the institution. The teeth, eyes and all other parts of the body are carefully looked after. Very thorough Binet work is done, and the mental measure of every boy is quite accurately secured. The supervising principal of the school, who is also the supervisor of trades, makes a careful personal study of each boy's industrial possibilities and needs. The parole officer makes a report on home conditions, with special reference to the probable manner in which the boy can be expected to fit into home life and community life upon his release. This may or may not have a bearing on his trade training, but at any rate, it is a good supplement to the reports of the probation officer and juvenile court.

In other words, all the care, science and patience required to understand the boy thoroughly are exercised by a corps of workers, every one of whom is a university graduate. It is needless to say that the self-government enters in no way into this field of activity. Again, schools, shops and work squads are controlled by the teachers, foremen and instructors, as is the case in all well-regulated industrial schools. Self-government does not necessarily enter into these fields, although it may do so. The dormitories, too, are exempt from the field of self-government.

Through the Binet work and other sources of information are sifted out those who cannot, or should not, be permitted in a self-governing community. These include, among others, the moral perverts, those afflicted with venereal disease in a dangerous stage, and those having records as sodomists and who are known to us to have been unable to overcome the disease. These are under the study and control of adults. Finally, there is a small number of unbalanced, defiant boys, who by reason of their dispositions cannot live peaceably or efficiently except under rigid control and restraint. All these exclusions represent about 10 per cent of the population.

Fully realizing that one of the most important, and indeed scientific, sides of the work is that of discipline, or the proper method of correction, the following safeguards have been adopted: Every complaint against any boy for anything trivial or serious, by either cadets or state officers, passes through the hands of an officer, my second assistant, a university-bred man, who has made a special study of discipline and is fairly well grounded in applied psychology; complaints dealing with immorality between the boys, or those requiring a pathological study, also those peculiar deviations which could not, or in justice to the boy should not, be handled by the cadet courts, are put aside for special care and disposal by the state; all complaints against those who are excluded from self-government are similarly treated. The remainder go to the clerk of the court and are disposed of by the cadets themselves. As a further safeguard to the cadets, it is granted that any and all defendants before the court have the right to appeal to the supreme court, over which the superintendent presides. There has been but one appeal in over three years.

I have now shown that from the scientific, humane, pedagogical and industrial standpoints the interests and welfare of

the boy are fully guarded. Self-government has nothing to do with any of these steps. Yet in the average state institution these vital matters are in the hands of untrained adults who are little, if any, better equipped to handle them than immature boys.

As to the field left open for the exercise of self-government, it is a rather restricted field, to be sure, but from the viewpoint of the boy it is the most important. It leaves just about the same activities to his discretion as are left to the discretion of boys at large; namely, the social, including home, playgrounds, and their inter-relations, all club work, home study and discipline, the military affairs, and certain unskilled lines of manual labor. It is within this field somewhere that the boys fail before coming to us; because they are anti-social, or because the people charged with the responsibility of their training fail to understand them, that is, to make them see the necessity of conforming to the set order of things. The first, last and only business of the state school is to enable the boy to return to free society fully understanding his relations and responsibilities toward others—socially, morally and industrially. In other words, we are asked to *re-form* boys.

not develop; he submits and becomes colorless, or rebels and becomes hardened. If he develops, he develops excuses and cunning rather than effort and reason.

This, then, is the starting point for the boy: to make him conscious that he is a free moral agent and that every decision he makes affects his own life and status. At Ione he makes that start the day he arrives.

Let me now make clear two things: first, that self-government, as interpreted and applied at Ione, is not an end, but a means to a very definite purpose. In his many tours and lectures, as well as his two books, Mr. George so emphasized the courts and the jail system, that most people came to feel that self-government among boys was concerned chiefly with their prosecuting of one another. This is not the main object of self-government, although it serves a very definite purpose and affords a splendid training in a variety of ways.

The second thought is this: that the home, school, church, and city have each in turn failed to make the boy fit into the established and approved civilization. The boy either could not or would not fit. Does it not seem absurd to suppose that we can place him in an institution which forces a much higher



CADETS DRILLING

What are the elements of reformation? I have read volumes on the subject. I have examined many systems invented to accomplish the thing. Does it consist in determining the boy's mental measurements, teaching him a trade, perfecting him in military training, or subjecting him to a course in discipline? It is none of these, nor yet a combination of all or any of them. He may have all of these and not be reformed. He may have gained none of them, and be considerably reformed.

Reformation is accomplished through a change of mind, a fresh viewpoint, a new and wholesome interest in life and a growing consciousness of one's own power to succeed. To successfully train and direct a boy you must start with his viewpoint. It may be all wrong, and probably is, but it is his view of things, and either you must make your plans coincide with his views or else change his views. In the beginning, it is generally easier to do the former.

In the next place, the boy must be made a concrete factor in a variety of activities where he accepts and carries ever-increasing responsibilities, which, however, become his as a result of his deliberate choice, never by compulsion. I am not to be understood as saying that you cannot train a boy through force. You may, but such training is negative; the boy does

and more nearly perfect social order upon him, and is wholly repressive in its application and expect him to develop a character and individuality which will allow him to succeed any better upon his return to the outside world in which he had for years failed? The sole object of self-government is to furnish a medium in which the boys may develop a civilization of their own with as many degrees and gradations as is necessary to meet their needs and interests, the ideal being to come as close to our standards of civilization as possible.

Starting in basements under the strictest state control, the boys at Ione were granted two hours a day of self-government under the eyes of officers. A brief and faulty constitution was given them. Each company's constitution differed. They could not agree as to a set of rules, each company being actuated by purely selfish motives in securing everything it could for itself at the expense of the other companies. They could not even agree among themselves that civil government is a good thing. Two companies insisted on a military government and were allowed to work out this experiment in competition with the civil government companies. Civil government won, and at the end of fourteen months the military companies applied for a constitution and admission to the Republic.

I wrote and placed in operation the first constitution and administered the first court, training the boys in a crude way. The constitution was intentionally faulty. A casual reading carried the impression that a great deal of liberty had been granted, but in the court the judge, and out of court the citizens, were very closely restricted when they came to study the document. This was intentional on my part. It was not long before I had a committee visiting me, asking for a more liberal constitution. This was what I was aiming at—the development of their initiative. I prescribed certain limits, territories and restrictions and told them to do as they liked within this field. They did so. Within eighteen months we had four constitutions, each a great improvement over the former.

A difference of opinion as to the interpretation of the constitution gave rise to political parties; the confusion resulting in various courts by reason of each company having a different set of laws and penalties for the same offense gave birth to the House of Congress; disagreement among the congressmen as to which laws should be abolished and which retained resulted in the formation of a commission to draw up a code of civil and penal procedure, and finally in a body of uniform law. This commission developed, after its purpose had been accomplished, into a bar association, and thereafter all boys who became applicants for the position of judges, district attorneys, or clerks of court, as well as those who wished to practice law before the courts, were obliged to pass an examination before the bar association.

The code of laws caused the formation of a prison to enforce the mandates of the court. Political graft by the warden showed the necessity of reform in the matter of appointments to office. A civil service commission and law were enacted by the succeeding congress. Because the government now had prisoners to care for, it had to have work to busy them with; therefore, a commissioner of labor was created and made a member of the president's cabinet, and a certain field of rough, unskilled labor put under the jurisdiction of the government.

A certain politician among the boys, who was running for office, was elected by crooked work in the receiving company, the members of which were not well versed in the politics of the place. The next congress created a board of naturalization and made it a part of the department of labor. All boys entering the school after that time had to be naturalized before they could vote, the naturalization calling for the completion of a three months' course of study.

The civil service law and the recall made the officials much more careful and ambitious in the performance of their duties, but it took practically all of their time. The next congress passed the compensation act, which allowed these officials extra credits for their official duties.

The third congress made application for the control of the military training of the school. It was granted, and a secretary of military affairs was added to the president's cabinet. He acts as an *aide de camp* to the military instructor. The congress then passed military inspection laws by the terms of which every member of a company became responsible for every other member's inspection. That is, if one boy in a company lost a certain number of credits for an infraction, every member in the company suffered the same loss. In other words, they had arrived at a stage where they realized, as a group, that the liberty and safety of all depends upon each individual doing his part, while the individual had learned that he cannot do as he pleases without injury to everyone else in his group. I considered the passage of these laws a marvelous advance in social and moral responsibility and understanding of the boys.

The government began to feel an interest in the possibilities

of the new material arriving at the school, and asked permission to establish night school in the receiving company. This, of course, was granted. Out of this grew the commission on social affairs. The commissioner met with the president's cabinet, though not a member thereof. He established clubs, organized orchestras and glee clubs, until there are now twelve such organizations, three orchestras and two quartets. The social commissioner is allowed to draw upon the commissary and kitchen for sufficient cocoa, sugar, cookies, sandwiches and other necessary material to make a real sociable time for the club he is visiting that evening. Needless to say, the social commissioner is the most popular man in the government.

The present administration has placed before me a proposition to permit the government to operate a store for the benefit of the boys and to put into operation a system of coinage. I have agreed to permit it if they can work out a feasible plan that I can with prudence approve.

In the three and a half years I have been at Ione, I have never once interfered in their field of government. If a company becomes lax in its citizenship or indifferent toward its obligations, so that its standards of citizenship fall below a certain fixed line, it automatically loses its constitution and goes under state control, thereby giving up a great many of its privileges. This has happened twice. It takes a company, from six months to a year to regain its charter. There is little trouble in this respect.

I have never vetoed a law, reversed a judgment, altered or set aside any proclamation of the president, adjourned a congress, or declined to consider any kind of proposition whatsoever, nor have I permitted any of my officers to do any of these things. I am an honorary member of the president's cabinet, as well as a member of the house of congress, but I have no vote in either.

Every Monday at one o'clock in the afternoon, the president's cabinet meets and all the affairs of the government are discussed. The attorney-general presents reports from all the inferior courts, of which there are nine. The prison commission presents a report on conditions in the prison, which includes the name and offense and sentence of every boy committed to it, as well as such vital matters as the work accomplished and punishments inflicted. Likewise, the civil service, bureau of naturalization and military commission are given a hearing.

I feel that I have the full confidence of all the officials in the cabinet. They have never yet, not even in my absence, tried to put over any tricky or underhand piece of work upon me, or in any way failed to meet or appreciate the very grave responsibility which I carry by virtue of allowing them to operate this government. If they request control of matters which I feel they should not handle, we discuss it until they understand why they should not, and withdraw their request. It would belittle their government for me to refuse it; we parley diplomatically over the question until we come to a mutual understanding. This whole series of commissions, laws, codes and social advancement is the outgrowth absolutely and completely of the initiative of the boy. It is, of course, to be expected that the superintendent as well as many other officers frequently suggest things, frequently encourage initiative and in every way foster its application to new fields of endeavor; but the accomplishment, the advancement, the actual thinking out and getting into operation of desirable things are always and under all circumstances the work, ingenuity and push of the boys.

There has developed a loyalty and honor system which to me are most satisfactory, and result in a strength of organization,

removing all of the former fear of riot, assault and breaks for escape. There are twenty-two government marshals and deputy marshals responsible for the honor system as operated among nearly 350 boys in the government. These marshals have as much liberty and as much responsibility concerning the custody of the boys in their companies as the state officials, within the grounds. In more than two years there has been but one marshal, or deputy marshal, who has violated his trust.

Finally, let me detail just for a moment the life of the new boy. It must be evident that the average boy arriving at the institution comes in a nervous and unsettled state of mind, full of apprehension and dread, and uncertain of his present status or his future opportunities. He is taken in charge by a cadet official, and while he is being shaved, bathed, inspected and clothed, the boy official and the new arrival become acquainted. The boy official starts the new arrival off on the right foot, advising him of the advantages and disadvantages, respectively, of life under the government or life in the companies under the state. He is made aware that his release depends upon his record and his ability to earn 7,000 credits. He is placed in a receiving company with a certain amount of privileges, and allowed to earn seven credits a day for the first month. Below him is a company with less liberty and five credits a day; above him, companies with much greater liberty and earning up to twenty credits a day. He must remain in the receiving company three months, then he automatically moves up or down. In order to go up, he must have completed a course of study in citizenship, passed an examination and been naturalized under the laws of self-government.

Note that he is not obliged to take this course of study, but if he is to advance his own interests, gain more privileges and credits and live under better conditions, he must exert himself from the very start and take advantage of the first opportunity offered by the state and the self-government. Almost every boy will quickly do this because it becomes his selfish interest to do so. He is able to see quick returns from his effort. The spirit, determination and excellence with which he undertakes and completes this first set of examinations greatly influence his school, cottage and trade advancement. If, therefore, he proves unstable, sulky or displays the qualities of a quitter, he is responsible to himself alone for a smaller number of credits and delay in entering a trade. But if he succeeds, the fourth month he may earn eleven credits a day. However, at any time he fails to maintain either his work or conduct record as thus established by the three months' effort, he may slide back to third class and five credits a day. He is not required by us to do either, but it is greatly to his interest to constantly advance his standard.

The *only* thing we, the system, really require of any boy is a choice, a decision—he must decide something, up or down; he cannot drift. What the decision shall be is always up to the boy; not even a question of advice from us, unless he asks it. If he chooses the opposite course, he must remain longer; he will not be sure of parole when he earns 7,000 credits; he will not learn a trade; he will not enjoy many of the privileges; he must live under very strict rule and do the most disagreeable work.

In other words, if we can surround him with the proper conditions, we find that the defective and delinquent boy will respond to precisely the same appeal and selfish interest which keep you and me at work; that is, the love of better living conditions, entertainment, distinction, hope of greater personal reward, etc. Self-government supplies every one of these desirable elements for our purpose, because it presents a large

number of well-graded opportunities, requires constant effort, quickly rewards the effort, appeals to the ambitious, offers a clear and broad field for initiative, fosters personal distinction, requires a declaration of principles, a high standard of ideals, a reasonable devotion to duty for the good and comfort of others, a responsibility toward the community, and a definite interest in the public good.

It is significant that self-government is as strong a force in the development of state officers as it is in the development of state wards. Formerly the only games played in the school were baseball and football. There were no inside activities but letter-writing and reading. The officers absolutely refused to mingle with the boys in a social way, even declining invitations to the superintendent's apartments to aid in the games for the boys. Three years ago, when I attempted to organize a movement to further the social life of the boys, there were only two or three officers who would consider having anything to do with the boys in a social way. But last January, after the government social commission had been organized and we called a mass meeting of officers to find out how many would volunteer to give their services as instructors, teachers, playmates, musicians, and general good fellows to help on the club work, wherever the boys needed them, forty-three officers, men and women, responded so rapidly that we could not write their names down on time.

The institution of self-government, when properly handled, begets a mutual confidence and respect between officers and boys. It requires a high-grade effort on the part of each, and high-grade effort is a great humanizer in whatever field it is exercised. In cooperation with self-government the state finds itself constantly exercising its best ability toward encouraging the boy to put forth his best effort, not alone for himself, but for his fellows, for the sake of the principles at stake, for the sake of the influence of his actions, his vote, his chance remark, upon the motive, the vote, or the official act of his fellows.

This attitude is much more encouraging for the state than spending an equal amount of energy on a repressive régime for the purpose of maintaining rigid discipline, which brutalizes both officers and boys. It takes a higher type of officer, to be sure. It requires a different capacity in the officer. It restrains and regulates the tendency for petty officers to be overbearing and too authoritative in the discharge of their duties. Finally, it sends boys out of the institution feeling that the state has been fair and interested and helpful, rather than merely a jailer. Because of his knowledge and interest in *why* laws are made and *how* they are made, the boy is more likely to be a law-abiding citizen from choice.



K COTTAGE

When Figures are Facts

By Winifred Stuart Gibbs

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"I WISH that I could make my students understand that the mere expression of certain conclusions in terms of figures does not prove those conclusions to be facts," were the remarks, recently, of the head of the department of statistics in a great university. Of studies in the cost of living there is no end. Some of them stop at tabulation of figures—figures which may embody the life stories of real people. It is the purpose of this article to set forth some figures which tell something of the food story through which the toilers of the nation have lived during the decade just past.

In 1906, as in previous years, the problems of poverty seemed grievous enough. Like many another relief organization, the New York Association for Improving the Condition of the Poor was sorely bested. Its visitors labored patiently to untangle the snarled lives of the families in their care. Not the least of their problems was that of food. How could they make an insufficient and often intermittent food allowance stretch to cover the needs of white-faced children and weary men and women? Clearly, the first step was to determine as nearly as possible the actual needs of these work-worn folk. To this end the association added to its staff a dietitian, whose task it was to study food needs and food costs.

During the next few years there were various attempts at formulating a statement of the dietary needs in families living on the wage of the unskilled working man. Manifestly, the first responsibility of the dietitian was that of an adviser in matters of diet; to state clearly, to the best of her ability, just what food was needed by the families. Later there would come the questions of the entire family budget, of adequate relief and of constructive legislation in matters of an adequate wage. Any-one of them makes a story. The present one is on the food situation.

In 1909, the diet observations made crystallized into a ration allowance providing what seemed to be a fair quantity for the maintenance of strength and energy. Adapting this standard to the wants of a family of two adults and four children, there was required

Sugar	5 lbs.	Cabbage	3 lbs.
Beans	2 lbs.	Milk	21 qts.
Potatoes	18 lbs.	Codfish	1 lb.
Bacon	1 lb.	Butter	2 lbs.
Apples	12 lbs.	Raisins	1½ lbs.
Onions	6 lbs.	Cheese	1 lb.
Carrots	6 lbs.	Flour	17 lbs.
Tomatoes	1 lb.	Oatmeal	4 lbs.
Barley	½ lb.	Beef	2 lbs.
Rice	2 lbs.	Eggs	2 doz.
Tea	¼ lb.	Molasses	1 pt.
Coffee	1 lb.		

The ration allowance adopted is by no means to be taken as the ideal standard of food needs. It is simply an attempt to adjust established standards so as to meet some of the practical difficulties of a relief organization. Intensive study of individual needs was not the first step in the systematizing of relief. The aim was to formulate a ration allowance that should help to establish the quality and kind of food needed to keep many family groups in health, until such time as it shall be possible to undertake more intensive work in nutrition.

In adopting such a standard the aim was manifold. First, last and all the time there was the desire to help the family. Another aim was to point out to those interested the relation of food needs to income; still another was to trace some points of contact between the cost of food, then already rising, and any possible falling off in family standards.

It is safe to state that even in 1906 none of the families, if left to themselves, could have adopted an adequate food standard for any considerable length of time. The food story of the B. family, covering a term of six months, is typical. The following table shows how its monthly needs, according to the standard adopted, compared with actual purchases:

	NEEDS	—ACTUAL PURCHASES—					
		Jan.	Feb.	Mar.	April	May	June
Bread	lbs.— 35	35	33	33	33	37	23
Butter	lbs.— 6½	4	6	5	5	4	3
Milk	qts.— 61	60	61	66	66	67	32
Eggs	doz.— 4⅓	2	4	7	5	5	3
Cereal	lbs.— 13	12	12	13	13	17	6
Sugar	lbs.— 14	14	7	16	14	11	10
Meat & Fish.....	lbs.— 14	19	19	19	18	15	9
Potatoes	lbs.— 43	13	25	18	18	22	8
Vegetables	lbs.— 52	31	60	50	50	45	20
Fruits	lbs.— 24	30	30	20	20	25	20

It will be seen that this housekeeper came fairly near the standard for the first five months. The explanation for the falling off in June is given on the record sheet, where we read that the church was obliged to discontinue aid as planned and the income was reduced by \$15 a month. There was no intentional falling below the standard in any particular; it was simply a matter of making the best of stern necessity.

The food problems of the working man continued along the same dreary round until the monotony was varied by the first noticeable leap in prices. Someone has said of the year 1912: "It was ushered into history amid a climax of popular agitation regarding the cost of living unparalleled since the panic of 1907, and almost unprecedented in the annals of history." A comparison of the Association for Improving the Condition of the Poor grocery orders for this year with those for 1911 shows an increase of 24 5/5 per cent. The greatest increase was in those foods which are most needed to preserve health.

As is well known, retail prices form an unreliable basis for statistical comparison. The standard diet, therefore, has been applied to wholesale rating, as given in Bradstreet's reports. Taking the standard dietary for a family of two adults and four children, we find that the change in wholesale cost for the requisite quantities of the articles contained in that diet between 1906 and 1916 was as shown in the table at the top of the next page.

This table shows that *the rise in wholesale prices for a typical working class food budget has been more than three times as great between 1915 and 1916 than it was in the whole of the preceding decade!* Though this does not accurately represent the movement in retail prices, the net result of the increased cost of food obviously was a marked decrease in the purchasing power of wages. Most of the families with the characteristic resignation of the poor settled down to a diet without variety. Education in food values made the situation less disastrous than otherwise it would have been. It was ex-

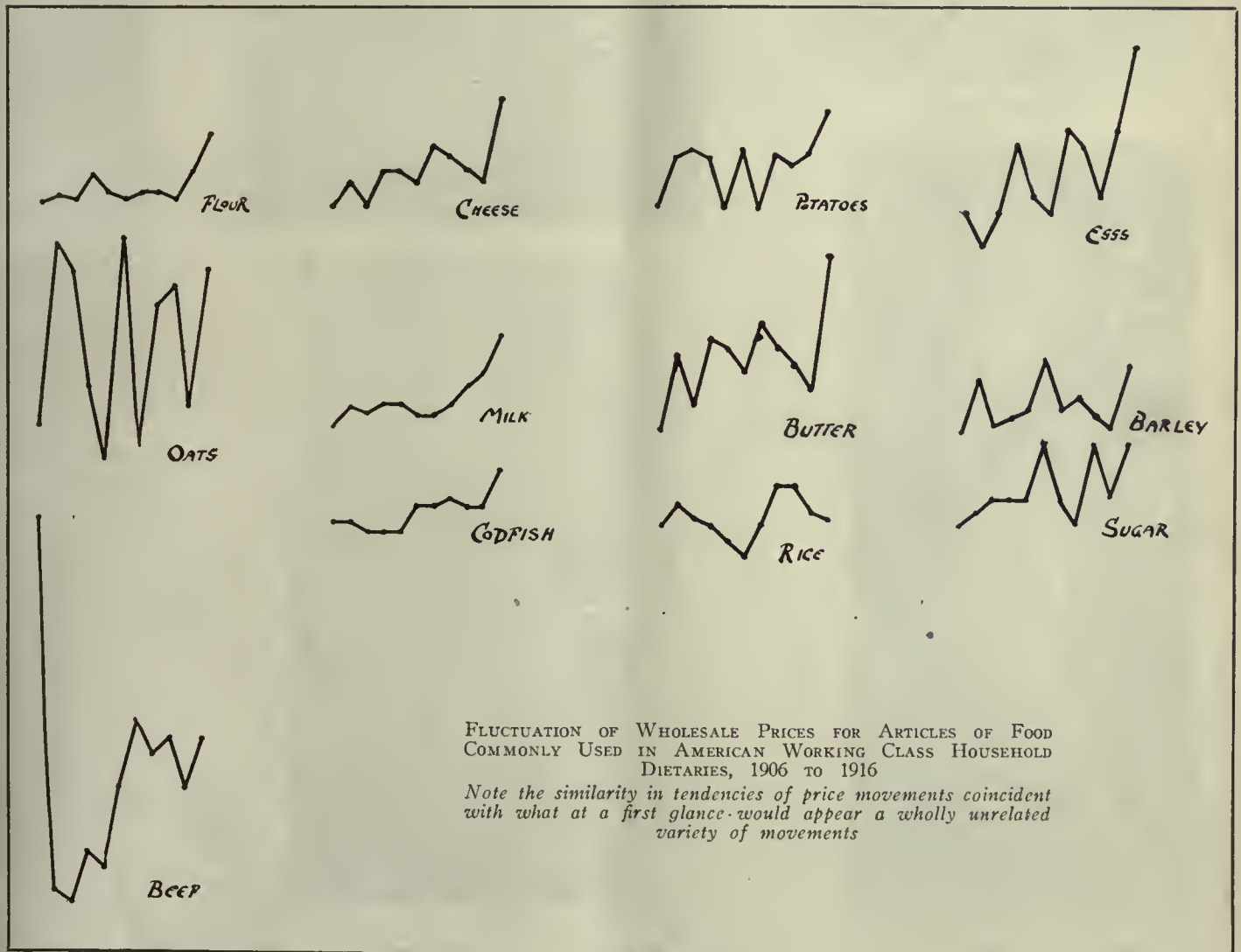
	Yearly change		Cumulative change on basis of 1906	
	Increase	Decrease	Increase	Decrease
1907.....	.03391		.03381	
1908.....		.04885		.01670
1909.....	.07976		.06172	
1910.....		.01300	.04792	
1911.....	.03648		.08613	
1912.....	.02017		.10806	
1913.....	.00993		.11906	
1914.....	.00965		.12989	
1915.....	.01611		.14811	
1916.....	.27726		.46644	

plained to the discouraged housekeepers that since redoubled effort toward reduction of cost was necessary, they must see to it that milk and cereals be used in larger proportion, lest the families' health suffer.

At the end of the ten-year period, it has now been established beyond question that in order to make the food expenditure bear its proper relation to other items in the budget, families with an income of ten dollars must secure one of twenty dollars weekly. Education can do much in making the best of hard times; but it cannot take the place of larger social measures which are essential to secure permanent good results.

Just now a clarion call to dietitians has gone forth. They must help in formulating reasonable food standards and in educating all branches of the community in the wise use of these standards. Even before the call from Washington came, Rochester, N. Y., was in the field, ready for organized work and a systematic study of the needs and opportunities of the community. In the five months which have elapsed since this work was inaugurated, much of interest has developed. The standards prepared for working men's families in New York are used as a basis for these studies.

The families observed represent all income groups, including housekeepers who spend from fifteen to twenty dollars weekly for food and who study their own needs and resources, looking towards a possible cutting down of superfluities as their contribution to the national service. Housekeepers with an average food allowance of ten dollars weekly are experimenting with one of eight dollars. Standards for groups similar to those of the New York families cared for by the Association for Improving the Condition of the Poor, for the present at least, are set by necessity. Standards voluntarily reduced from altruistic motives, with sound education as a background, cannot be called low; the thought and spirit that goes into them makes them most truly high.





SIT STRAIGHT

The typical office man leans over a desk and pushes a pen many hours a day. See the curves that he develops. (Below.) The typical office man walks home at night, his spine maintaining the same relative curves as at his desk. (Left.)



Stretch out in bed



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FAULTS OF FASHION

When fashion decreed the "wasp waist" many women developed lordosis, or an increase of the normal curve in the lumbar region. "Debutante slouch" is almost as bad.



OCCUPATIONAL PHYSIQUES

The postman, the violinist, the caddy, the porter—all who exercise one side more than the other—elevate one shoulder above the other.



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BAD FOR BOTH

When a mother or big sister (right) carries a baby on one hip, she not only curves her own spine, but also the baby's back from hanging over her arm. The boy (below) gets curvature along with his slouchy comfort. Look out for "comfortable" positions.



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HANGING AS A CORRECTIVE

See what a job it is to correct defects, if they are allowed to go too long. This girl's spine is being elongated by a mechanical contraption that looks far from comfortable.

A GOOD EXERCISE

This young woman wants a good posture and knows how to get it. She is not afraid of spraining her ankles.

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The Federal Child Labor Law

By Florence Kelley

GENERAL SECRETARY NATIONAL CONSUMERS' LEAGUE

THE first day of September, 1917, opens a new epoch for the children of the American Republic. For the first time the federal government attempts to protect all the children, north, east, south and west alike, against employment in mills, factories and workshops, below the age of fourteen years, and against labor in mines and quarries before the sixteenth birthday. Between the fourteenth and sixteenth birthdays, boys and girls engaged in manufacture can hereafter legally work only eight hours in one day, between 6 A. M. and 7 P. M.

True, the federal law applies only where goods are produced for interstate and foreign commerce. This may leave some small bread and cake bakeries and candy kitchens free to hire younger children in central Texas, for instance, far from the borders of that vast state. But in Delaware, Rhode Island or Connecticut, and even in the greatest manufacturing states, New York, Pennsylvania, Illinois, Ohio, New Jersey, it is so dangerously easy for goods to reach the state line and cross it, that the new law amounts in practice to a sweeping, nationwide prohibition.

We shall soon know whether there is any real ground for the fear lest the canning industry, hitherto a cruel exploiter of young children, may be able to continue its evil practices because the law shuts out of interstate and foreign commerce only goods from those places in which children were illegally employed within thirty days of the removal of the products. Some small canneries may, perhaps, defer removal more than thirty days after the last child is dismissed at the end of the canning season, and then legally ship the goods, purified by the lapse of time since the children's departure.

If so, however, Congress can in 1918 lengthen the period to 130 days, or to a year, or to whatever term may be needed to make the law effective. Meantime the fear is purely speculative.

The Children's Bureau, charged by Secretary Wilson with the duty of enforcing the statute, has prepared for it with extraordinary care. The appointment of Grace Abbott as director of the Child Labor Division assures capable, energetic and just enforcement. Miss Abbott's years of experience as executive secretary of the Immigrants' Protective League have acquainted her with the children's need of this law, and accustomed her to dealing with federal courts. No more promising selection could have been made.

The Administrative Board

THE statute provides for rules and regulations for administering it, to be made and published from time to time by a board composed of Attorney-General Gregory and Secretaries Wilson and Redfield. According to the usage in such cases, the Cabinet officers all appoint representatives to do this work. Judge Latimer of the District of Columbia Juvenile Court acted for Attorney-General Gregory, Assistant-Secretary of Labor Louis F. Post for Secretary Wilson, and Assistant-Secretary Sweet for the Department of Commerce.

A good omen for the children who are to benefit by the new statute is the open-minded search made by Miss Lathrop and Miss Abbott for every available ray of light upon

the unexplored territory which confronts the Children's Bureau in the work of enforcement.

The child labor law rests upon the precedent of the federal pure food law, in enforcing which the Department of Agriculture has acquired a mass of experience as to judicial interpretation, and also as to cooperation available from state and city officials. This experience has been frankly sought by the Children's Bureau and helpfully shared by Dr. Alsborg and the department.

The post office and the internal revenue service also have to do with penalties inflicted upon violators of federal provisions dealing with interstate relations. Their experience, too, has been shrewdly scanned for hints and helps in the service of the children.

Secretary Wilson invited the National Child Labor Committee, also, into counsel through a sub-committee of that body.

The rules and regulations have now been printed by the Children's Bureau under the title, Child Labor Division Circular No. 1. They have two qualities most unusual in rules and regulations. They are clear and interesting. They make it easy for manufacturers to know in advance what the Children's Bureau will demand of them under the new law.

Difficulties of Enforcement

THE greatest difficulties in the way of enforcement are the absence of birth records where registration is lacking or recently introduced, the dearth of schools and compulsory education in the southern manufacturing states, and a mass of public opinion averse to child labor statutes and to universal, free, public compulsory schools.

The rules and regulations show careful consideration of the troubles which beset parents in those regions. The range of acceptable evidence of age is made as wide as is compatible with reasonable sureness that the working certificates show how old the children presenting them really are.

Of the forty-eight states, twenty-three are designated by the bureau for the six months beginning September 1, 1917, as having state working certificates acceptable in place of federal certificates. This list can be lengthened or shortened from time to time. To prepare for September 1, agents of the bureau have been at work for some weeks in several southern states. They are looking into the available sources of documentary evidence of the ages of children already at work.

The items of documentary evidence of age are interestingly varied. They are:

- (a) A birth certificate;
- (b) A record of baptism showing the date of birth and place of baptism;
- (c) A bona fide contemporary record in a family bible, a passport, a certificate of arrival in the United States issued by the United States immigration officers, or a life insurance policy;
- (d) A certificate signed by a public health physician or a public school physician showing height, weight and other facts of physical development, and the statement of the opinion of the physician as to the child's age.

For the guidance of these official doctors a blank has been prepared to be filled out when the certificate is issued. A

mass of valuable facts will be accumulated as to the height, weight and physical development of children who, failing all satisfactory documentary evidence, avail themselves of the medical examination.

It is to be hoped that, in a not distant future, Congress may strengthen the federal law by adding to it the present New York state requirement that every child whose age is not otherwise certified must be found of the normal stature of a child of its alleged age, and in good health, before being allowed to leave school and begin work.

The children will have all the benefit that the law intends, so far as scrupulous care in the preliminary work of the bureau can assure this. Rules and regulations are, however, not laws of the Medes and Persians and they close with the statement that they may be altered or amended at any time without previous notice.

Before the law was even in force, an injunction suit was started in the home of cotton mill child labor, North Carolina. The hearing was set for August 29. Upon the invitation of Secretary Wilson and Attorney-General Gregory, Roscoe Pound, dean of the Harvard Law School and formerly a judge of the Supreme Court of Nebraska, consented to take part in defending the constitutionality of the statute in this very important test case, giving his services for love of the good cause.

The ground given for asking an injunction recalls the agitation in England in the 30's and 40's of the last century against employment of young children in manufacture. A father, Roland H. Dagenhart, appears as "next friend" in behalf of his two minor sons, Reuben and John, one below and the other just above the age of fourteen years. He says:

It has been the purpose of Roland H. Dagenhart, and each of the same minor plaintiffs that they should continue in cotton-mill work, as their life vocation, the father receiving compensation until they respectively attain their majority, the minors fitting themselves during these years to follow an honorable and suitable vocation for life.

The fact that this honorable and suitable vocation does not enable the father to support his child to the fourteenth birthday seems not to have occurred to the worthy parent or to the counsel in the case. Great stress is laid in the father's complaint on the threatened deprivation of the right of these boys to work ten hours a day under the South Carolina state law in preference to the eight-hour day prescribed by the new federal statute attacked in the suit.

A bill to repeal the child labor law has been introduced in the House by Representative Robinson, of North Carolina, not to be confused with Senator Robinson, of Arkansas, father of the present law in the Senate.

Women of the Country to Help

THE unique opportunity offered by the present moment has been seized by the Woman's Committee of the Council of National Defense which has sent out to all the great organizations of women in the country a manifesto of which the following paragraphs form the essential part:

WILL YOU SEE THAT NO MORE TIME IS WASTED?

The full benefit to be gained from the new federal child labor law cannot be secured merely by its complete enforcement. The final responsibility rests with the citizens of each locality and demands a service outside of the law itself. If every child released from work can be sent to school well nourished and decently clothed—sent to a good school, under a good teacher, then the full benefit of the federal child labor law will be reaped for the country's children.

This will cost money. It means sacrifice on the part of older people; it means more taxes for more schools and better schools. It means unstinted effort in communities where schools are not full



GRACE ABBOTT

*To her duties as director of the Child Labor Division of the Federal Children's Bureau, Miss Abbott brings long experience as executive secretary of the Immigrants' Protective League of Chicago, in which she has been accustomed to deal with the federal courts. She has been a resident of Hull House since 1908. She is the author of *The Immigrant and the Community* [Century Company, 1917; see the SURVEY for July 28, page 372].*

time; where teachers are not well-equipped; and where poverty may necessitate scholarships. There is reason to believe that comparatively few scholarships will be required and that the important matter is to provide the schools and see that the children attend them.

No words can be too strong to express the importance of giving to the nation's children nurture and education in the fullest possible measure as a war-time protection of our last reserves. It cannot but stir American women to know that England after three years of war is urging through the Departmental Committee on Education a new law keeping children in school until 14, allowing no exemptions and including all rural children, and thus going far greater lengths than the United States law.

Indirectly our new law will help rural children in those areas where the greatest problem of illiteracy now exists, for the nation will not long permit rural children to grow up untaught if the education of all other children is secured.

THERE CAN BE NO NATIONAL PROGRAM OF CHILD WELFARE WHICH TOLERATES ILLITERACY.

If children are not decently clothed and properly fed they cannot get the full value of school. Scholarships are raised for college and university students to help pay living expenses for those who could not otherwise attend the highest schools. These scholarships have proved an investment of incalculable value to the citizens of the United States.

SCHOLARSHIPS IN ELEMENTARY SCHOOLS will lay the foundation for perhaps a greater addition to national power.

HERE IS SOMETHING TO DO:

Please visit your school authorities and labor officials and find out whether all the children in your community under fourteen years of age are in school. If the school census and the attendance records differ greatly, something is wrong.

Will you find out where the children under 14 years are, if not in school?

If you wish to help, please **BEGIN TO HELP** by filling in the accompanying blank as soon as practicable after September first and returning it to the Woman's Committee.

ANSWERS WILL BE RECEIVED AND ANALYZED BY THE

WOMAN'S COMMITTEE, BUT NAMES OF SCHOOLS AND LOCALITIES WILL NOT BE MADE PUBLIC.

1. Are all children between 6 and 14 in your town, county, or school district in school?
2. How do you know?
3. Are any children in need of scholarships in order to attend school?

.....
(Signature)

Town.....

State.....

Date.....

This statesmanlike appeal shines by contrast with the hysterical words and deeds of well-known state officials connected with labor and education who have been cruelly eager to break down the existing standards of age, stature and intelligence set by the most enlightened states for children entering industry. It is much to be hoped that men as well as women will respond to the utmost limit of their power to the opportunity afforded to make the new federal child labor law a Magna Charta for our American boys and girls.

Home Service by the Red Cross

WHILE the National Army is mobilizing this week at its cantonments there will gather in Washington from all over the United States a group of men and women who during the coming months will be responsible for the training of volunteer Red Cross workers to carry on what has come to be known as "home service" for the families of soldiers and sailors. This conference, which will be held in September, is only one phase of the organization for war which the Department of Civilian Relief of the American Red Cross is developing.

In nearly three hundred cities and towns home service sections of Red Cross chapters are already engaged in helping families which, in the words of the Home Service Manual recently issued by the Red Cross, "would ordinarily be hard put to it by an attack of sickness, the sudden need for an operation, the loss of a job, the advent of either birth or death" and which in the presence of such problems are now handicapped by not having the judgment and counsel "of the very person upon whom at such a time they would most depend." As more men have been called to the colors the number of families needing advice and aid of various kinds has increased until the Red Cross, realizing that the longer the war lasts the greater this number will be, has developed plans for a series of institutes and extension courses for the training of home service visitors.

W. Frank Persons, director general of civilian relief, has appointed Thomas J. Riley, general secretary of the Brooklyn Bureau of Charities, and Porter R. Lee, of the staff of the New York School of Philanthropy, national directors of Red Cross Institutes of Home Service. They will have charge of the organization and standardization of training courses throughout the United States. The institutes will be affiliated wherever possible with educational institutions which have been conducting courses in social work.

The details of the kind of instruction to be given at the institutes will be discussed at the conference in Washington, at which will be present the persons who have been appointed to direct the work of the institutes in various cities and those who will be in charge of the field work in which the students will engage.

Mr. Lee has prepared a manual containing a syllabus of lectures and class discussions, reading lists, the nature of field work routine, and suggestions for the use of material for instruction. This manual, after it has been discussed by the directors of the institutes, will be used as the basis for the home service courses. Each session of the institutes will run for six weeks with four hours a week class work and twenty-five hours a week field work with home service sections and

with other social agencies. There will also be certain required reading.

The cities in which institutes have been organized and directors appointed, together with the name of the professional school with which the institute will be affiliated, follow:

Boston. Miss McMahan, director; Mrs. William H. Lothrop, supervisor of field work. Boston School for Social Workers.

New York. Porter R. Lee, director; Mrs. John M. Glenn, supervisor of field work for New York county chapter; Mrs. Janet Anderson for Kings county. New York School of Philanthropy.

Philadelphia. Bernard J. Newman, director; Elizabeth Wood, supervisor. Pennsylvania School for Social Service.

Baltimore. Theo. Jacobs, director; Mary C. Goodwillie, supervisor.

Pittsburgh. Francis Tyson, director. (Supervisor to be chosen.)

University of Pittsburgh.

Washington, D. C. Walter S. Ufford, director; Mrs. Walter S. Ufford, supervisor.

Chicago. Sophonisba P. Breckinridge, director. (Supervisor to be chosen.) Chicago School of Civics and Philanthropy.

Minneapolis. Prof. A. J. Todd, director. (Supervisor to be chosen.) University of Minnesota.

St. Louis, Mo. George B. Mangold, director; Miss Wilder, supervisor. Missouri School of Social Economy.

Denver. Prof. Loren B. Osborn, director; Gertrude Vaile, supervisor. University of Colorado.

Seattle. Prof. William F. Ogburn, director; Virginia McMechen, supervisor. University of Washington.

In ten other cities arrangements for institutes are under way. For persons who cannot devote to class and field work as much time as the institutes require, and in cities which have not the requisite field work facilities, it is probable that extension courses will be organized. It is likely that such courses will last for from six to ten weeks and will include a minimum of four hours of field work and two hours of class work a week.

These plans for the training of workers are only a part of the organization which the Red Cross has effected. Its whole work has recently been decentralized so that it will be carried on from thirteen divisional offices, which in turn will be responsible to the central headquarters in Washington. Each of these divisions will have a division manager, who will be responsible for the Red Cross activities in his territory. There will be associated with the manager, division directors in charge of the following bureaus: development, publicity, woman's bureau, nursing, transportation and supplies, accounting, military relief, civilian relief.

A list of the divisions with the territory covered and the names of the division managers and of the civilian relief directors where appointed follows:

Northeastern Division. Maine, New Hampshire, Vermont, Rhode Island, Massachusetts; division manager, James F. Jackson; division director of civilian relief, Mrs. William H. Lothrop.

Atlantic Division. New York, Connecticut, New Jersey; division

manager, Ethan Allen; division director of civilian relief, Alexander M. Wilson.

Pennsylvania Division. Pennsylvania and Delaware; manager and director not yet announced.

Potomac Division. West Virginia, Virginia, Maryland, District of Columbia; manager not announced; division director of civilian relief, J. W. Magruder.

Southern Division. North Carolina, South Carolina, Georgia, Florida, and Tennessee east of the L. & N. Railroad; manager and director not announced.

Gulf Division. Louisiana, Mississippi, Alabama; manager and director not announced.

Lakes Division. Ohio, Indiana, Kentucky east of the L. and N. Railroad; division manager, James R. Garfield; director not announced.

Central Division. Illinois, Wisconsin, Michigan, Nebraska; manager and director not announced.

Southwestern Division. Missouri, Kansas, Oklahoma, Arkansas, Texas west of the L. & N. Railroad; division manager, George W. Simmons; director not announced.

Mountain Division. Colorado, Wyoming, New Mexico, Utah; division manager, John W. Morey, State Capitol, Denver; division director of civilian relief, Gertrude Vaile.

Northern Division. Minnesota, South Dakota, North Dakota, Montana; division manager, A. R. Rogers; division director of civilian relief, Frank J. Bruno.

Pacific Division. California, Nevada, Arizona; manager not announced; division director of civilian relief, C. J. O'Connor.

Northwestern Division. Washington, Oregon, Idaho; manager not announced; division director of civilian relief, F. P. Foisie, Seattle, Wash.

Curtis E. Lakeman, executive secretary of the American Society for the Control of Cancer, has been appointed assistant to Mr. Persons, director-general of civilian relief.

The civilian relief directors will stimulate within their territories the formation of home service sections of civilian relief committees, and will supervise their work.

In addition to this, the Department of Civilian Relief has issued and will continue to issue pamphlets of instruction for the home service workers. Fifty thousand copies of the Home Service Manual, already referred to, have been published. This manual describes the character and method of the work which the Red Cross has undertaken to perform for the families of soldiers and sailors who come to it. "It should be the object of the Home Service Section," says the manual, "to safeguard the normal development of these families in health, in education, in employment and in ideals of self-help and self-reliance." Chapters in the manual are devoted to service, method, organization of civilian relief committees, training of workers, records and forms. While a chapter upon money relief is included, the manual points out that the government, through assignment of pay and separation allowances, will provide for the families of soldiers and sailors. The details of the government's plans in this respect have recently been made public in the insurance bill drawn by Judge Mack of Chicago [see the SURVEY for August 25] and now before Congress as an administration measure. The American Red Cross is supporting this bill. Relief which the Red Cross

will be called upon to grant will, it is believed, be interim relief or relief in exceptional instances. Its real work will be that of helping those families which have been unable to cope with difficulties that have arisen during the absence of the man at the front or on the high seas. To quote from the manual:

Usually the man of the household has been accustomed to transact all of the more important business of the home. He it is who knows what to do when the mortgage matures, when the insurance policy expires, when it becomes necessary to move into another neighborhood, or when the oldest boy is graduated from school and needs to be started in the right sort of job.

Without his advice the bewildered family makes mistakes, and the home is faced with danger of disaster. The mother who, perhaps, has been accustomed to an allowance for housekeeping expenses, now has the responsibility for administering the whole budget. She assumes this responsibility when the best manager finds it difficult to clear the month without a deficit. It is not surprising, therefore, that frequently an inexperienced wife finds herself involved in a financial maze from which, unaided, she cannot extricate herself. Nor are her problems made easier by the fact that now she alone has charge of the discipline and the training of the children. Similarly, many an old couple, who, when the son went to war, were self-supporting, become worried and confused in his absence and are no longer able to maintain themselves.

There is an endless number of friendly services to be performed. Here are a few such taken from the records of home service now actually being done:

Explaining their lessons to children who fall behind in their classes.

Seeing that the child in need of medical care actually goes to the dispensary and that the instructions there are understood and carried out. This often means having a home service worker accompany the child.

Trying to understand by patient talks, and by seeking advice elsewhere, the child who is just beginning to be wayward and disobedient.

Giving the children and the grown-up folks opportunities for good times—not as war families or war children, but individually and quietly, or in their own natural groupings.

Fitting people to the right job and helping them to stay fitted by trying to find out where the job pinches.

Seeing that insurance policies don't lapse. If the man has always attended to paying the premiums, his wife or mother may be careless about this.

Encouraging the people who have more ready money than usual—some will have—to spend it with good sense and to save some of it, if possible, for the time when service pay stops.

Protecting the recipient of pay and allowance checks from the wiles of the instalment man and from unscrupulous sales agents.

Getting the best legal advice for families in the complex problems that are sure to arise in war times.

Home service is the work of helping families to solve the problems confronting them, and of aiding them to adapt themselves to the exigencies of war times. Later when the soldiers and sailors begin to come back from the front, there will be the additional service of fitting disabled men for their old occupations or for new ones.

Home service applies to the families of men in all branches of the service, to the regular army as well as to the national guard and the national army, to sailors, marines, men of the aviation corps, engineers, and to the families of men and women attached to hospital units as nurses, doctors, orderlies, ambulance drivers. It will also have to do with the families of soldiers of any of the allied forces living in this country, and with the families of civilians who have been wounded or killed as the direct result of war activities as, for example, through the torpedoing of a merchantman by a submarine.

A MOTHER GOOSE RHYME

By Irwin Granich

"SHOE the horse, and shoe the mare,
But let the little colt go bare."
Let him go bare and glad and free,
It is yet time for his misery.
O, let him grow as the flowers grow,
Knowing not shaft or whip or woe;
There are enough to strain at the load,
Let there be some unscarred by the goad.
Let his cup be running with joy,
The heavens and hills his lovely toy,
Let him dream in the shining grass,
Learning his wisdom from clouds that pass,

The sun, the stars, the wind without end;
Let him be their gay little friend,
Dancing, innocent, child of spring,
Making us love such blossoming.

The little colt will toil in his day,
He will drag and sweat, we will drive him
gray;
Let us not steal his little gold,
Let him be laughing before he is old;
Dear little children, wherever they be,
Leave them still dreaming and free.



COMMON WELFARE

TRADE AGREEMENT IN THE SHIPYARDS

SPURRED on by the threat of a shipyard strike of 100,000 men on the Pacific coast, where the strike vote had been adopted and a walkout had been delayed only by heroic effort on the part of international union officials, as well as the unrest on the Atlantic seaboard, the government concluded on August 24 a "treaty" with the component unions of the American Federation of Labor whose members are employed in American shipyards.

Under the terms of this compact, the national board of adjustment which it creates will be the final arbiter of industrial disputes as to wages, hours and conditions in the yards, and the several labor organizations signatory to the agreement undertake to avoid strikes while it shall continue in force. Awards will be retroactive as to wage demands, and all circumstances which may seem to call for a change in labor standards will, upon complaint or demand, be duly considered. Awards may be reopened after six months for new adjustment.

While the unions do not, under this agreement, get what many union officials expected to win—recognition of "union standards" as the basis for further adjustment, as in the case of the agreement entered into some two months ago between the organized building trades and the War Department to cover the construction of army cantonments—the spirit of the agreement is considered to be wholly sympathetic with the establishment of a much higher standard than now obtains in many yards.

As viewed by government officials, the significant feature of this agreement is the fact of its being negotiated directly between the government and the organized workers, and that the representatives of these workers whose assent was found to be essential were the heads of the various national and international unions directly employed in the industry. The signatures of the officers of the American Federation of Labor were also affixed to the agreement, but only after the principle of direct labor repre-

sentation had been established. No other compact, in the opinion of both sides to the negotiations, would carry sufficient weight for enforcement.

President Wilson has named V. Everit Macy, of New York city, as chairman of the board. Samuel Gompers has named Alfred J. Berres, secretary of the Metal Trades Department of the American Federation of Labor, as the labor representative, while the representative of the Emergency Fleet Corporation had not been announced at the time of going to press. Assistant Secretary of the Navy Roosevelt will act for that department where its interests are affected by awards. In case of a tie vote, where Mr. Roosevelt sits with the board, Secretary of War Baker, as chairman of the Council of National Defense, will act as umpire. Those who signed the agreement are:

F. D. Roosevelt, acting secretary of the Navy; Edward N. Hurley, chairman U. S. Shipping Board; W. L. Capps, general manager, Emergency Fleet Corporation; James O'Connell, president, Metal Trades Department, American Federation of Labor; William H. Johnston, president, International Association of Machinists; A. J. Berres, secretary-treasurer, Metal Trades Department, American Federation of Labor; Samuel Gompers, president, American Federation of Labor; Joseph F. Valentine, president, International Moulders' Union; Theobald M. Guerin, United Brotherhood of Carpenters and Joiners; John M. Donlin, president, Building Trades Department, American Federation of Labor; John R. Alpine, president, United Association of Plumbers and Steam-Fitters; Milton Snellings, president, International Union of Steam and Operating Engineers; Joseph A. Franklin, president, In-

ternational Brotherhood of Boilermakers and Iron Ship Builders; James Wilson, president, Pattern Makers League of America.

As provided in the agreement, the adjustment board is to consist of three persons to be appointed by the United States Shipping Board Emergency Fleet Corporation, one member to represent the corporation, "one to represent the public [Mr. Macy] and to be nominated by the President of the United States, and one to represent labor, [Mr. Berres]." Mr. Gompers is to name another man to represent the woods trades, the appropriate member to sit in any given case. In hearing a case concerning a given plant the board is required to invite one person representing the owner and one representing the working forces of the plant to sit with it with voting power.

Similarly, the secretary of the navy, or someone designated by him, shall sit with voting power if a question arises in a private plant in which construction is also being carried on for the navy. In case of a tie vote the chairman of the Council of National Defense, or someone designated by him, is to decide. The country is to be districted geographically by the board, and the contractors and labor organizations in each district are required to select examiners, removable by the board at any time on unanimous vote.

Reports of disputes as to wages, hours or conditions of labor which cannot be adjusted locally are to be reported to the board by the district officer of the United States Shipping Board Emergency Fleet Corporation; the board in turn will send an examiner to bring about an adjustment, if possible, or, failing in this, to make a report to the board recommending terms of adjustment.

The agreement concludes as follows:

As basic standards with reference to each plant where such construction is being carried on, the board shall use such scales of wages and hours as were in force in such plant on July 15, 1917, and such conditions as obtained on said date in such plant. Consideration shall be given by the board to any circumstances whatever arising after such wages, hours or conditions were estab-

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THE SURVEY

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lished, and which may seem to call for changes in wages, hours or conditions. The board shall keep itself fully informed as to the relation between living costs in the several districts, and their comparison between progressive periods of time.

The decisions of the board shall, under proper conditions, be retroactive, in which case accounting such as may be proper shall be made in accordance with the directions of the board.

The decisions of the board will, insofar as this memorandum may be capable of achieving such result, be final and binding on all parties; but at any time after six months have elapsed following any such ratified agreement or any such final decision by the board of any question as to wages, hours or conditions in any plant, such question may be reopened for adjustment upon the request of the majority of the craft or crafts at such plant affected by such agreement or decision.

THE GENERAL STRIKE IN SPAIN

OWING to rigid censorship and to the obvious desire of the Spanish government to minimize the seriousness of recent disturbances, it is impossible to obtain a clear and coherent picture of the events in that country which last week culminated in violent rioting at Barcelona and other Catalonian cities. From dispatches received at the French frontier on August 21, we know that a general strike was declared on August 13, and that throughout the ensuing week there was armed conflict between the strikers and the police, reinforced by regular troops. A number of houses were destroyed by shellfire, and many persons were killed and wounded.

At Bilbao, the principal Spanish port on the Bay of Biscay, during the same week, the metallurgical workers at a special convention in the People's Hall passed a strong resolution demanding repression of the submarine menace by the government. Later reports state that, discontented with the inaction of the government, the workers of Bilbao proclaimed a republic. A similar revolution against the crown is reported also from Saragossa.

As long ago as December, the General Union of Workers and the National Federation of Labor agreed that a general strike be declared on a date to be chosen later. Apparently it took place in the second week of August with only partial support from the unions, and did not succeed in effecting either the fall of the government or any very radical change. Support expected from dissatisfied factions other than labor, especially the reformist and local autonomy or regionalist parties, did not materialize. The streets of Bilbao, Barcelona and other centers of revolt again have assumed a normal life. Some hundreds of railway men at Valladolid who went on strike have appealed for reinstatement.

Evidences of popular discontent have been accumulating for some months. It



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Our troops are now on the firing line in France. While at home every instrumentality of our government and private industry is being urged at top speed to insure victory. The telephone is in universal demand as courier, bringing to the front men and the materials of war.

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practically every contributing unit of supply to the firing line.

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sprang—or rather, springs, since nothing has been done to eliminate its causes—from three distinct motives: the growing republican sentiment, by no means recent in origin and fanned every now and then by some conspicuously flagrant piece of maladministration, corruption or favoritism; dissatisfaction with the foreign policy of the government; and the crushing cost of living.

German attacks on Spanish shipping, despite assurances that they would cease, the echoes of democratic and belligerent

sentiment from France, but especially from Brazil, have created a feeling among large masses of the people, more particularly in the seaports and in the northern provinces, that, in the absence of a strong foreign policy, Spain is drifting into complete isolation which eventually will shut her off from the world's sympathies and commerce.

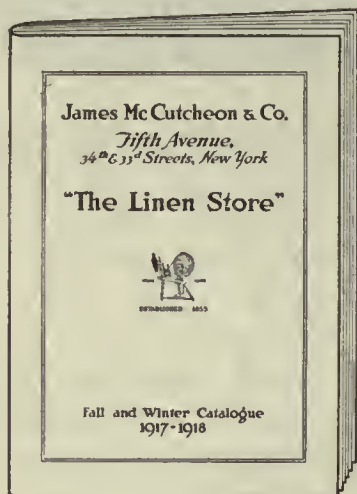
In Barcelona, street demonstrations in support of intervention in the war on the side of the allies were frequent in the early part of summer. The Social-

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ist Party, though not unanimous in favor of war, is outspokenly pro-ally and, in resolutions adopted by different sections from time to time, has expressed its abhorrence of the terrorist methods employed by the central empires.

Most serious, perhaps, to the internal peace of the country at the present time is the economic motive of unrest. The cost of living in the great cities is some 150 per cent higher than it was in August, 1914. There has been no corresponding increase in wages, although

enormous profits have been coined out of the new war export industries in the early days of the war. The climax, no doubt, was reached when at the beginning of this year Great Britain deliberately adopted her plan of reducing imports to a minimum. Large quantities of raw materials and food supplies are still exported by Spain, but the new industries built up with so much energy and investment have slumped and thrown thousands out of work. The Spanish government has been forced to acquire cereals on its own account in

the United States and Argentina to prevent famine; nevertheless, there have been agitations all summer for the suppression of food speculation and relief of the acute distress suffered in many sections of the country.

WOMEN POLICE SERVICE IN ENGLAND

"Are they friends of yours?" said a policewoman to a couple of young fellows who had taken hold of two girls [in Leicester Square, London].

"How dare you!" said one of the men, quite furious. "Of course I know them; they are cousins."

"I am the wife of an officer," said the policewoman, "and as you are an officer, wearing the king's uniform, I take your word for it."

Ten minutes later the young officer overtook her and said: "They were not my cousins, and I thought you would like to know I am going home."

THIS incident, related by Arthur Gleason, in his recent book, *Inside the British Isles—1917*, illustrates the effective and altogether novel part played by the women police in England. Prior to the war, the policewoman was a rare figure in that country, and her duties were limited to certain small, special fields. There were no policewomen patrolling the streets. But war conditions brought about new perils to public safety, especially that of children bereft of parental control and that of young girls exposed to the allurements of the uniform and the prevailing patriotic excitement. The new dangers could not be fought by the established police organization, excellent though it was in most respects.

Under the leadership of Damer Dawson, now the chief officer in charge of the London women's police service, a new department was created in 1914, which from a handful of members soon increased to a force of three hundred or more. They are provided with uniforms and perform patrol duty in the streets. Birmingham, a few weeks ago, appointed two such officers. Others are serving in London, Grantham, Bath, Hull, Folkestone, Wimbledon, Richmond, and in many of the new industrial centers where large numbers of women are employed on the manufacture of munitions.

In some of these factories, there are twenty, forty and as many as 120 policewomen. They keep the gates, examine passports, prevent the introduction of matches and hairpins into explosive shops and the carrying of contraband. They watch the vicinities of these plants, the girls' hostels and the trains which take them to and from their homes.

The girls, Miss Dawson says, do not resent the watchfulness of these uniformed policewomen, but realize that they are there for their protection. In

fact, the policewoman is more tolerant of the larks of high-spirited girls than the average sturdy policeman, who is apt to run them in for trivial offences.

In dealing with prostitution, the chief use of the woman police is the patrolling of the streets where soliciting is most prevalent and, as in the instance given, to arouse by their presence a sense of shame in the men and youths bent on pleasure of the wrong sort. They also cooperate with the army in keeping soldiers away from disorderly houses, and keep a watch over those poorer districts in the great cities where sudden increases of earnings through profitable employment in war work bring with them new perils of intemperance and immorality.

Still another field of activity in which the policewomen have proved themselves is the enforcement of the school attendance law, and of street-selling regulations for minors. They frequently visit the homes and effect by moral suasion improvements in these respects which petty fines in the police courts have been unable to bring about. Street gambling, smoking by boys, loitering forbidden by street ordinances, and thieving—all these are evils which no mere bullying and prosecution seems to be able to eradicate; but they yield under the maternally suasive and yet authoritative control of these women.

During the Zeppelin raids, the policewomen have rendered splendid services in keeping order and maintaining quiet. They have, especially in London, already become accepted and trusted guardians of law and considerate behavior in public places and as such can never be replaced by men. It is expected that their number will increase rather than be reduced when peace returns, and with it a more normal public life.

THE BEGINNING OF FOOD CONTROL

THE most radical item on the government's program of food control [see the SURVEY for August 18] is well under way. After appointing the Wheat Price Fixing Commission, the President has authorized the incorporation of a \$50,000,000 wheat corporation, with Herbert C. Hoover as chairman and Julius H. Barnes, the country's biggest wheat exporter, as president. Mr. Barnes made a name for himself in the negotiations of the Northwestern Grain Association with Great Britain and the neutral governments concerning the disposition of the vast quantities of grain held up all over the world at the outbreak of the war.

The wheat corporation was organized too late, says the *Annalist*, to get control of any considerable part of the old crop. "The unprecedented prices prevailing have cleaned up most of that." But it

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will control the price and movement of most of the 1917 crop. The corporation has announced that, if necessary, it will buy the entire crop at two dollars a bushel.

Apart from price control, the corporation has the further function of allotting wheat and flour shipments to Europe and to allot to the mills in different parts of the country their due share of the grain. While the allies will be allowed the same prices as those quoted to millers at home, there is no intention to let neutral countries have their wheat supplies so cheaply; and it is expected that some profit from this source will flow into the treasury, which is the sole financier of the undertaking.

Sugar is the second product to which the Food Administration has directed its attention. Sharp advances in prices, which he held to be unjustified by the actual situation, prompted Mr. Hoover

to ask the sugar exchanges of the country to stop all dealing in futures. The price of granulated sugar has gone up from 4½ cents a pound in 1914 to 9.15 cents at the present time, according to one refiner, and to 8.40 cents according to others. Raw sugar jumped from 2 9/32 cents per pound at the outbreak of the war to 6¾ cents in the second week of this month.

While he recognizes that the decreased production of sugar in France and Italy and the cutting off of the usual German supply from England has forced these countries into the same markets from which American refiners must buy, Mr. Hoover considers that present high prices are largely due to inflation artificially caused by speculation. Representatives of the sugar exchanges are in consultation with the food administration concerning further measures to regulate prices apart from that already

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taken in which they willingly concur. It is not impossible that a corporation similar to the wheat corporation will be called into being to buy up and regulate the distribution of supplies.

But most likely the cooperation of the exchanges, of the beet sugar producers, who have voluntarily adopted, a wholesale price of \$7.25 per 100 pounds, f. o. b., for this year's crop, and of the wholesale grocers, who have agreed to eliminate all speculative or exorbitant profits from distribution charges, will be sufficient to effect a saving to consumers of \$30,000,000 between now and the end of the year, and to make other measures unnecessary for the present.

It is estimated that since the outbreak of the war there has been a decrease of 115,000,000 meat-producing animals the world over. Meat exports from the United States in the year ending June 30, 1916, were nearly three times as great, in weight, as they were on an average for the last three years preceding the war. These exports went chiefly to the allies, whose stock of animals, especially of cattle, has decreased enormously. While meat production in this country has increased during the war (*i. e.*, cattle and hogs; American sheep have decreased by three million), there is no possibility of keeping the supply abreast of the ever more urgent demands of our allies.

It is feared that herds will be seriously reduced and an even greater shortage of meat supplies ensue for the future if steps are not immediately taken to conserve the supply. The food administration, so far, has developed no plans to this effect other than pointing to the immediate need of reducing consumption here in America and aiding the Department of Agriculture in its campaign for the increase of stock-raising. For the purposes of this campaign a large and representative committee has been appointed jointly by the department and by the food administration, with an executive committee of four, one of whose members is Gifford Pinchot.

The food control act, it will be remembered, also gives the President power to control the prices of such necessities as coal, coke and fuel oils. Taking advantage of this authority, he appointed Harry A. Garfield, president of Williams College, coal administrator, and, after consultation with the interests most vitally concerned, fixed the prices of anthracite coal at the mine at a range from \$4 to \$5.30, according to grade. These prices are approximately the same as those agreed upon some months ago by the operators in conference with the Federal Trade Commission and are not likely to reduce prices or profits materially.

Such a cut, on the other hand, is expected from another determination of

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the President, namely, that of 20 cents a ton for shipments east of Buffalo and 30 cents a ton west of Buffalo as the fee of the jobber. He also ruled that only a single jobber's fee should be charged, however many hands the coal is passing through in shipment from producer to retailer.

Control of retail profits is left with the new coal administrator, who may adopt a system of licensing. With wholesale and jobbing prices fixed, it would not be impossible to fix definite retail prices, with slight variations, according to local and business conditions. Should neither plan suffice to protect the consumer, Dr. Garfield has power to organize an anthracite corporation on the lines of the wheat corporation.

Price fixing in connection with other commodities than coal was the subject of long conferences during the last week between the War Industries Board and the Federal Trade Commission and between the latter and the President.

LABOR EXCHANGES FOR CANADA

A PETITION in favor of a national system of public labor bureaus has been laid before the governor-general of Canada by all the provincial governments, the Senate Labor Committee, the Federal Agricultural Com-

mittee, the Social Service Congress, the Imperial Munitions Board, the principals of five universities, a number of boards of trade and builders' exchanges, several city councils, some local labor councils, school boards, social service councils and other social agencies and administrative departments. It asks for the establishment of a permanent commission, responsible to Parliament, for the organization and administration of such a system and lays down some of the principles to be observed in its operations.

The Dominion, up to the summer of 1915, suffered from the same acute unemployment which was experienced in the United States in the winter and spring 1914-1915. The Ontario Commission on Unemployment, in 1916, reported strongly in favor of an organization of the labor market which would make impossible in the future a repetition of the distress and industrial demoralization then experienced. In addition to the permanent problems of fluctuations in employment, new dangers, it is feared, will threaten the security of large numbers of breadwinners at the close of the war:

1. Provision must be made for the employment of our soldiers on their return to civil life, who will number at least 300,000.

2. Provision must be made to meet the displacement of over 200,000 war equipment workers.

3. It is generally recognized that there will be an influx of immigration after hostilities have ceased.

As in the United States, there are no standing records of the labor market, other than the statistics of the Department of Labor made up from reports of trade unions and social agencies; there is no reliable knowledge of the amount of casual and seasonal employment; "nothing is known of the dovetailing of occupations, or how workers, either agricultural or industrial, carry over the dull seasons."

The petition deplors the lack of cooperation between the educational authorities and the labor department which results in the sending of thousands of minors annually into the unskilled markets of the country. It proposes that the national commission for the organization of labor bureaus shall cooperate with the educational authorities for the better technical and vocational training of children.

A special effort is desired to regulate the distribution of immigrants who concentrate in such large communities, both well-nigh impossible to inculcate standards of Canadian citizenship. The petitioners also deplore that the immigrant mechanic is not recognized by the au-

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Child Welfare

Because of the state of war upon which we have entered, more children will be found dependent, neglected and delinquent. They will need the services of the most expert and humane friends, who have knowledge of and ready access to all the agencies and methods of help that this and other countries have devised.

Industrial Conditions

Attention will be directed in this course to the constructive work of employers, trade unions, and other organizations, public and private, looking toward satisfactory living and working conditions. In war time these problems differ in degree but not necessarily in kind from those prevailing in time of peace.

Hygiene and Disease

As the majority of the problems of the social worker have their origin in or are complicated by disease, it is necessary to prepare for field work by familiarity with the principles of preventive medicine and with the equipment available for the relief of the sick. In a time when sickness prevented and lives saved are counted as patriotic accomplishments of national and international importance, the application of modern scientific knowledge in the homes of this country becomes a duty as well as a privilege.

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thorities, and that he is left uninformed of opportunities for following his own occupation. The Canadian government gives a bonus for securing agricultural and domestic workers but makes no provision for their settlement, with the result that the cities are crowded every winter with immigrant unemployed.

To effect the necessary coordination of different efforts for the assimilation of these workers, cooperation of the new commission with other government departments is suggested, particularly with the post office and with local boards which might be created in the chief cities, representative of city council, employers and workers, and in agricultural districts where a farmers' representative would be coopted; an agent of the central authority in each case acting as secretary of the board.

In view of the large number of women engaged in industry, the petitioners ask for the appointment of a woman on the national commission and on the local boards. The provision of separate waiting rooms for women also is recommended.

Etta St. John Wileman, who six years ago established the first labor bureau in Canada and has had much personal experience of the need for a centralized organization of employment agencies, in trying to enlist support for the project among social workers in the United States, writes:

By the inauguration of this national system there will be a great diminution of the constant erratic movement of workers to and fro across the border to find information about employment or to experiment with various jobs—a restless and unsettling method which is equally pernicious to the worker and to industry. Instead, reliable knowledge can promptly be secured through the system as to openings in employment and general conditions as to pay, etc. Further, it will be a great protection to your women and girls by keeping them out of the clutches of commercial employment agencies which, not infrequently, are feeders to the white slave traffic.

THE GROWING STAFF OF THE CHILDREN'S BUREAU

THE new staff of the Children's Bureau, for the enforcement of the federal child labor law, will be selected this autumn from lists established by civil service examination [see the SURVEY, July 21]. Announcements of the coming examinations have just been issued containing some new and interesting features.

For instance, the candidates will be spared the necessity of long and costly journeys to offices of the Civil Service Commission by the arrangement of giving examinations at many places throughout the country. And the examinations will be in part oral, a departure from the old type of examination, which successfully disguised the personality of the candidate.

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Brand Whitlock, U. S. Minister to Belgium, said:

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The positions to be filled are:

1. Special agent and research assistants, whose work will be especially in Washington studying material assembled by the bureau and preparing reports or sections of reports. Salary, \$1,200 to \$1,680.

2. Assistant inspectors, Child Labor Division, who will inspect factories, mills, manufacturing establishments, workshops, mines, etc., where quick and accurate powers of observation and the ability to interview will be requisite. Salary, \$1,200 to \$1,680.

3. Experts in prevention of infant mortality, who must be graduates of a recognized school of medicine and have had experience in this work under public or private agencies. Salary, \$2,400 to \$3,600.

4. Assistants in the work of preventing infant mortality, who are to be graduate nurses, registered, in states having nurse-practice laws. Experience is also required. Salary, \$1,800 to \$2,400.

5. Experts in child welfare, whose duties are defined by the law creating the Children's Bureau: ". . . to investigate and report upon infant mortality, birth-rate, juvenile courts, dangerous occupations, legislation affecting children in the several states. . . ." Experience and the ability to write clear and readable reports are mentioned as requisite. Salary, \$1,800 to \$2,400.

6. Assistant director of the Child Labor Division. Grace Abbott, of Chicago, was recently appointed director of this division. The new appointee will assist Miss Abbott, and is required to have "familiarity with the general problems of child protection, methods of issuing employment certificates, and the general problems of factory inspection," and to have administrative ability. Salary, \$2,400 to \$2,820.

7. Inspector, Child Labor Division. This official will be expected to be informed regarding the employment of children in all industries affected by the child labor law, to make inspections from time to time, to supervise assistants, and to enforce the law in every way. Salary, \$1,800 to \$2,400.

Further information and application blanks may be had from the civil service boards of the different states or from the Children's Bureau at Washington. All applications must be filed in Washington with the Civil Service Commission before September 18.

"PROPERTY RIGHTS" IN THE PUBLIC HEALTH

THE New York city Department of Health is taking the recent decision of the Appellate Division of the Supreme Court to the Court of Appeals, for a verdict concerning the constitutionality of the ordinance passed three years ago requiring manufacturers of patent medicines to substantiate their claims. This they might do by printing on the label the physiologically active ingredients of the product, or they might file the complete formula with the department.

The manufacturers have balked at any such disclosure of the true inwardness of their wares, and on the day before the ordinance was scheduled to take effect, served papers in a motion for temporary injunction restraining the enforcement of this new section of the sanitary code. Reviewing the situation, Dr.

Charles F. Bolduan, of the Department of Health, says:

The principal argument advanced by the patent medicine interests was the nearly threadbare claim of "taking private property without due process of law." The fact was conveniently ignored that in Indiana the farmer may know the amount of active ingredients of all the commercial fertilizers offered in his state; in the Philippines the name and amount of all ingredients of proprietary medicines must be stated on the labels of bottle and packages.

It is said that some patent medicine vendors are hailing the Appellate Court's decision as a victory for their side; but the department has no mind to give up so easily. Until the case is again heard, they will act under other sections of the sanitary code, such as seeking a fine of \$500 for that "protector" which would "prevent and relieve infantile paralysis;" thirty days in city prison and \$250 for another "protector" against infantile diseases; a month in the same resort for the philanthropists who tried to impose "Sol and Sumacyl" upon a needy public. This does not complete the list; it only illustrates what can be accomplished when a department takes the code in its hand, so to speak, and goes out after business.

LEGAL AID FOR ENLISTED MEN

THE Boston Legal Aid Society has brought out in conjunction with the Lawyers' Preparedness Committee a little thirty-page pamphlet for the benefit and protection of drafted and enlisted men and their families. The pamphlet is intended to answer the questions most likely to perplex the recruit, as to his private affairs, on entering the army and navy service. In reality, as explained in the preface, it is a friendly warning that

there are rules of law which must be complied with in order that your intention concerning such things as your children, your property, your insurance, your pay, your debts may be given legal effect and carried out by the law and enforced by the courts as you desire. Often a man's clear wish has to be denied by the law because he has failed to comply with the rules laid down by the law. By making timely suggestions, it is


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Homer Folks, now in Paris with the American Red Cross, has sent the SURVEY material on the new French legislation regarding orphans which is said to mark the beginning of a new epoch in child-welfare. An article based on this material will be published in an early issue.

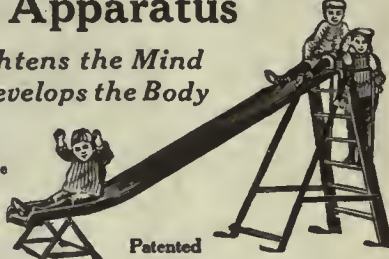
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FOOD FACTS



The Metropolitan Life Insurance Company announces the publication of a new booklet—

FOOD FACTS

The following table of contents indicates its scope:

- CHAPTER I.—Where to Buy.**
CHAPTER II.—How to Buy Cheaply.
CHAPTER III.—Clean Food and Disease Prevention.
CHAPTER IV.—Wise Food and Health.
CHAPTER V.—Cooking Foods.
CHAPTER VI.—Good Food Habits.

In this booklet Dr. Donald B. Armstrong, the author, brings out in simple language the fundamental facts in regard to the purchase, preparation and use of foods.

This publication is a contribution on the part of the Company to the present war preparation of the Country. Individual copies or limited supplies may be secured through the Metropolitan Representative in your city or by application to the

Welfare Division

Metropolitan Life Insurance Co.

No. 1 Madison Avenue, New York City

hoped that you can see whether the facts and conditions in your life make some legal action desirable or necessary. "Forewarned is forearmed."

It must be clearly understood that the information in this pamphlet is not intended or desired to teach you how to perform the requirement of law yourself, except in the case of soldiers' wills made in emergencies. It would take many large volumes to attempt that. And, what is more important, remember that it is as dangerous to trust your own judgment in legal difficulties as in cases of serious sickness. If you find that you have legal matters which ought to be attended to or if you want further advice, the only safe thing to do is to consult an attorney—preferably your own lawyer, or one of the many honest and capable lawyers in the state, or the Legal Aid Society.

Some time before the society gave the following statement to the press:

The Boston Legal Aid Society hereby offers the legal services of its entire staff and its equipment to the wives, the children, and other dependents of soldiers and sailors in United States service, and of men who may hereafter enlist or be drafted for active service. No charge will be made for any such services.

Various chapters in the little booklet include one on the allotment of pay (covering federal and Massachusetts pay, state aid and Red Cross help); three on wills, a chapter on guardianship and the custody of children, another on suits in court, debts, mortgages, either pending or brought in the absence of the man; leases, goods on instalment, and mortgages and debts in general, and a chapter on some points of life insurance.

Massachusetts men are fortunate in having such a compact handbook. It could well be duplicated in every other part of the country, and is suggestive of the type of civilian information which the federal government might put in the hands of every man along with his military instructions.

BOOKS AND MAGAZINES FOR SOLDIERS

THE American Library Association, at a series of conferences of representatives from the East and South, developed a program for meeting the want of our troops for books. It was decided to raise a fund of at least a million dollars for the erection of camp library buildings and the purchase of books. J. I. Wyer, Jr., director of the New York State Library, is chairman of a committee on camp libraries which acts in cooperation with the war department.

At the meetings, some remarkable evidence was placed before librarians concerning the demand for good reading matter by the soldiers. Fiction, of course, is chiefly in demand; but with the composition of the new draft army, which is representative of practically every class of Americans, it is expected

Classified Advertisements

Advertising rates are: Hotels and Resorts, Apartments, Tours and Travels, Real Estate, twenty cents per line.

"Want" advertisements under the various headings "Situations Wanted," "Help Wanted," etc., five cents each word or initial, including the address, for each insertion. Address Advertising Department, The Survey, 112 East 19 St., New York City.

SITUATIONS WANTED

WANTED—Position as matron in convalescent home or child-caring institution. Experienced. Address 2570 SURVEY.

COMPETENT experienced woman, head of child-caring institution, desires to change to similar position November 1. Middle West preferred. Good references. Address 2577, SURVEY.

HEALTH WORKERS.—Lists of trained health officers, school medical inspectors, industrial hygienists, etc., furnished free of charge. AMERICAN PUBLIC HEALTH ASSOCIATION, HEALTH EMPLOYMENT BUREAU, 1039 Boylston St., Boston, Mass.

WANTED: A position in industrial welfare work by worker who has had ten years' experience as executive of community welfare organization. Address 2578 SURVEY.

TO ACCOMPLISH these results: Solving labor unrest; taking care of idle time; creating loyalty; larger interest; higher efficiency which means better service, through recreation, welfare and cooperation; undertaking or starting a cooperative buying and selling plan among employees to combat high cost of living—combined plans are self-supporting. Address 2579 SURVEY.

PIANISTE, conversant with French and German, desires position. Playground or Kindergarten. Address 2580 SURVEY.

LADY of several years' experience with unqualified references desires position as matron or housemother. Address 2582 SURVEY.

HELP WANTED

GRADUATE NURSE: The position of visiting nurse in connection with a settlement located in a Jewish neighborhood is open. Must be a graduate nurse, and one who can speak Yiddish or German. Will live in the settlement as resident. Give full information, stating age, education, experience, reference and salary expected. Address 2568 SURVEY.

WANTED—Young woman as resident assistant in Jewish Settlement, New York City. Address 2572 SURVEY.

JEWESS wanted as neighborhood worker by large Philadelphia agency. Address 2581 SURVEY.

POSITION desired by intelligent graduate nurse with executive ability, experienced in institutional work. Address 2583 SURVEY.

that the greatest possible variety of books will be appreciated.

General Pershing, in a recent appeal from France for books and magazines, particularly asked well-disposed donors not to rake over their attics for grandfather's books and periodicals and send them to the front. The soldiers are just as keen as other people to read the latest news, and the best of the new books. Old magazines are not worth the cost of cartage.

While the larger plans for creating libraries for recruits, for men in training, in mobilization, in garrisons and outposts, for men in their rest periods while on march, for men on leave and for men on the front are maturing, the librarians in most cities are already co-operating with the War Council of the Young Men's Christian Association in assembling immediately as large as possible a collection of good books for the training camps and cantonments. Readers of the SURVEY are asked to look through their shelves and if they have seemingly suitable books which they can spare to send them to the nearest public library marked "For Soldiers' Camps," or the like.

It will have been noticed also that the SURVEY and other periodicals recently carried a notice to the reader by the postmaster-general requesting that copies which it is not intended to keep be placed in the hands of any postal employe with a one cent stamp in the upper right-hand corner which, without any further indication, will ensure its transmission to soldiers or sailors at the front.

A "federal committee for the distribution of reading matter in the field and in the hospitals," representing the joint effort of many societies in Germany, has, since the beginning of the war, collected and distributed without charge no less than ten million books.

PERIODICALS

Fifty cents a line per month; four weekly insertions; copy unchanged throughout the month

A. L. A. Book List; monthly; \$1; annotated magazine on book selection; valuable guide to best books; American Library Association, 78 East Washington St., Chicago.

American Red Cross Magazine; monthly; \$2 a year; Doubleday, Page & Co., publishers, New York.

American Journal of Public Health; monthly; \$3 a year; 3 months' trial; (4 months to SURVEY readers); 50 cents; American Public Health Association, 126 Massachusetts Ave., Boston.

The Child Labor Bulletin; quarterly; \$2 a year; National Child Labor Committee, 105 East 22 street, New York.

The Club Worker; monthly; 30 cents a year; National League of Women Workers, 35 East 30 St., New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher, 70 Fifth Ave., New York.

The Journal of Home Economics; monthly; \$2 a year; foreign postage, 35c. extra; Canadian, 20c.; American Home Economics Association, 1211 Cathedral St., Baltimore, Md.

The Journal of Negro History; quarterly; \$1 a year; foreign subscriptions 25 cents extra; concerned with facts not with opinions; Association for Study of Negro Life and History, 1216 You St., N. W., Washington, D. C.

Life and Labor; \$1 a year; a spirited record of the organized struggle of women, by women, for women in the economic world. Published by The National Women's Trade Union League, Room 703, 139 North Clark street, Chicago.

Mental Hygiene; quarterly; \$2 a year; National Committee for Mental Hygiene, 50 Union Square, New York.

National Municipal Review; monthly; \$5 a year; authoritative, public spirited, constructive; National Municipal League; North American Bldg., Philadelphia

The Negro Year Book; an annual; 35c. postpaid; permanent record of current events. An encyclopedia of 41 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full index. Published under the auspices of Tuskegee Institute, Tuskegee, Ala.

The Playground Magazine; monthly; \$2; Recreation in Industries and Vocational Recreation are discussed in the August Playground. Problems involved in laying out playgrounds are taken up in detail by A. E. Metzdorf, of Springfield, Mass. Price of this issue \$.50. Playground and Recreation Association of America, 1 Madison Ave., New York.

Proportional Representation Review; quarterly; 40 cents a year. American Proportional Representation League, 802 Franklin Bank Bldg., Philadelphia.

Public Health Nurse Quarterly, \$1 a year; national organ for Public Health Nursing, 500 Lexington Ave., New York.

Social Hygiene; a quarterly magazine; \$2 per year; The Social Hygiene Bulletin; monthly; \$.25 per year; both free to members; published by the American Social Hygiene Association, 105 W. 40 St., New York.

Southern Workman; monthly; illustrated; folk song, and corn club, and the great tidal movements of racial progress; all in a very human vein; \$1 a year; Hampton Institute, Hampton, Va.

The Survey; once a week, \$3; once a month, \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

CURRENT PAMPHLETS

[Listings fifty cents a line, four weekly insertions, copy unchanged throughout the month]

ATHLETICS FOR ELEMENTARY SCHOOL GIRLS. By Ethel Rockwell, Supervisor and Director Girls' Gymnasium, Public Schools, Kalamazoo, Michigan. Price Fifteen Cents. Playground and Recreation Association of America, 1 Madison avenue, New York city.

COMPLETE SET OF LAWS FOR THE WELFARE OF ALL MISSOURI CHILDREN, A. Prepared by the Missouri Children's Code Commission. Manley O. Hudson, sec'y, State University, Columbus, Mo.

CRIME PREVENTION: THE STUDY OF CAUSES. By Dr. Thomas H. Haines, 1194 Oak street, Columbus, Ohio. Bulletin No. 5 of the Bureau of Juvenile Research.

HART, SCHAFFNER & MARX LABOR AGREEMENT. By J. E. Williams, Sidney Hillman and Earl Dean Howard. Hart, Schaffner & Marx, Chicago.

HOSPITAL AID FOR SCHOOL CHILDREN. Facilities and Procedure for Tonsil and Adenoid Operations in New York City Hospitals and Dispensaries. By J. H. Berkowitz. Bureau of Welfare of School Children, Association for Improving the condition of the Poor, 105 East 22 St., N. Y.

INTEREST OF THE COMMUNITY IN CANCER, By Louis I. Dublin. Metropolitan Life Insurance Company, New York.

LIVING WAGE BY LEGISLATION, A. The Oregon Experience. By Edwin V. O'Hara, chairman Industrial Welfare Commission. State Printing Department, Salem, Oregon.

PAMPHLETS ON TUBERCULOSIS

TUBERCULOSIS DISPENSARY METHOD AND PROCEDURE. By F. Elisabeth Crowell. A pamphlet showing how to establish and conduct a tuberculosis clinic. Price twenty-five cents.

TUBERCULOSIS HOSPITAL AND SANATORIUM CONSTRUCTION. By Thomas S. Carrington, M.D. An illustrated handbook with detailed plans for architects and others interested in the construction of tuberculosis hospitals and sanatoria. Price sixty-two cents postpaid.

WORKINGMEN'S ORGANIZATIONS IN THE ANTI-TUBERCULOSIS CAMPAIGN. A study, with suggestions on the utilization of workingmen in the campaign against tuberculosis. Price twenty cents.

Order from The National Association for the Study and Prevention of Tuberculosis, 105 East 22 street, New York.

PUBLIC SCHOOLS ATHLETIC LEAGUE. Playground and Recreation Association of America, 1 Madison avenue, New York city. Price Fifteen Cents.

SWORD OF DAMOCLES, THE. By William C. Rucker, Assistant Surgeon General, United States Public Health Service, 10 cents from American Social Hygiene Association, 105 West 40 St., N. Y.

SURVEY



ASSOCIATES
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KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corresponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your community or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall endeavor to get your inquiry into the right hands.

WARTIME SERVICE

"HOW the SURVEY can serve" was the subject of an informal conference held early in April, in our library, to which we asked the executives of perhaps twenty national social service organizations. The conference was a unit in feeling that as a link between organized efforts, as a means for letting people throughout the country know promptly of needs and national programs—how, when and where they can count locally—the SURVEY was at the threshold of an opportunity for service such as has seldom come to an educational enterprise.

The development of this directory is one of several steps in carrying out this commission. The executives of these organizations will answer questions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime demands.

SUBJECT INDEX

- Americanization, NLLL
- Birth Registration, AASPM.
- Blindness, NCFB.
- Cancer, ASCC.
- Central Councils, AAOC.
- Charities, NCSW.
- CHARITY ORGANIZATION
 - Amer. Assn. for Org. Charity.
 - Russell Sage Fdn., Ch. Org. Dept.
 - Charters, NML, SBO.
- CHILD WELFARE
 - Natl. Child Labor Com.
 - Natl. Child Welf. Exhibit Assn.
 - Natl. Kindergarten Assn.
 - Russell Sage Fdn., Dept. of Child Helping.
 - Child Labor, NCLC, AASPM, NCSW, PRAA.
- CHURCH AND SOCIAL SERVICE
 - (Episcopal) Jt. Com. on Soc. Ser., PEC.
 - (Federal) Com. on Ch. and Soc. Ser., FCCCA.
 - (Unitarian) Dept. of Soc. and Pub. Ser., AUA.

- CIVICS
 - Am. Proportional Representation Lg.
 - Natl. Municipal League.
 - Short Ballot Org.
 - Survey Associates, Civ. Dept.
 - Civilian Relief, ARC.
 - Clinics, Industrial, NCL.
 - Commission Government, NML, SBO.
 - Community Organization, AISS.
 - Conservation, CCHL.
 - [of vision], NCFB.
 - Clubs, NLWW.
 - Coordination Social Agencies, AADC, AISS.
 - Correction, NCSW.
- COUNTRY LIFE
 - Com. on Ch. and Country Life, FCCCA, ARC.
 - Crime, SA.
 - Disfranchisement, NAACP.
- EDUCATION
 - Amer. Library Assn.
 - Natl. Kindergarten Assn.
 - Russell Sage Fdn., Div. of Ed.
 - Survey Associates, Ed. Dept., HI.
 - Electoral Reform, NML, TI, APKL.
 - Eugenics, ER.
 - Exhibits, AASPM, NCFB, NYSHS.
 - Fatigue, NCL.
 - Feeble-mindedness, CFFM, NCMH.
- FOUNDATIONS
 - Russell Sage Foundation
 - Franchises, NML.
- HEALTH
 - Amer. Pub. Health Assn.
 - Amer. Assn. for Study & Prev'n't'n Inf. Mort.
 - Amer. Social Hygiene Assn.
 - Amer. Soc. for Cont. of Cancer.
 - Amer. Red Cross.
 - Campaign on Cons. of Human Life, FCCCA.
 - Com. of One Hund. on Natl. Health.
 - Com. on Prov. for Feeble-minded.
 - Eugenics Registry.
 - Natl. Assn. for Study and Prev't. Tuberculosis.
 - Natl. Com. for Ment. Hygiene.
 - Natl. Com. for Prev. of Blindness.
 - Natl. Org. for Public Health Nursing.
 - Natl. Soc. Hygiene Assn.
 - New York Social Hygiene Society, NCSW, NCWEA.
 - Survey Associates, Health Dept.
 - Health Insurance, AALL.
 - History, ASNLIH.
 - Home Economics, AWEA.
 - Home Work, NCL, NCLC.
 - Hospitals, NASPT.
 - Idiocy, CFFM.
 - Imbecility, CFFM.
- IMMIGRATION
 - Council of Jewish Wom., Dept. Im. Aid.
 - Natl. Lib. Im. League, NFS, TAS.
 - Industrial hygiene, AFHA.
- INDUSTRY
 - Amer. Assn. for Labor Legislation.
 - Natl. Child Labor Com.
 - Natl. Consumers League.
 - Natl. League of Wom. Workers.
 - Natl. Wom. Trade Union League.
 - Russell Sage Fdn., Dept. Ind. Studies.
 - Survey Associates, Ind. Dept.
 - NCSW.
 - Insanity, NCMH.
 - Institutions, AHEA.
- INTERNATIONAL RELATIONS
 - Com. on Int. Justice and Good Will, FCCCA.
 - Survey Associates, For. Serv. Dept.
 - Natl. Woman's Peace Party.
 - Labor Laws, AALL, NCL, NCLC.
 - Legislative Reform, APRL.
 - Liquor, NML.
- LIBRARIES
 - American Library Assn.
 - Russ. Sage Fdn. Library.
 - Mental Hygiene, CFFM, NCMH.
 - Military Relief, ARC.
 - Minimum Wage, NCL.
 - Mountain Whites, RSF.
 - Municipal Government, APRL, NFS, NML.
 - National Service, AISS.
 - Negro Training, ASNLIH, HI, TI.
 - Neighborhood Work, NFS.
 - Nursing, AFHA, ARC, NCFHS.
 - Open Air Schools, NASPT.
- PEACE
 - National Woman's Peace Party.
 - Peonage, NAACP.
 - Playgrounds, PRAA.
 - Physical Training, PRAA.
 - Police, NML.
 - Protection Women Workers, NCL.
 - Prostitution, ASHA.
 - Public Health, AFHA, COHNH, NCFHS.
- RACE PROBLEMS
 - Assn. for Study Negro Life and Hist.
 - Hampton Institute.
 - Natl. Assn. for Adv. Colored Peop.
 - Russell Sage Fdn., South Highland Div.
 - Tuskegee Institute.
 - ALIL, ER.
 - Reconstruction, NCSW.

- RECREATION
 - Playground and Rec. Assn. of Amer.
 - Russell Sage Fdn., Dept. of Rec.
- REMEDIAL LOANS
 - Russell Sage Fdn., Div. of Rem. Loans.
 - Sanatoria, NASPT.
 - Self-Government, NLWW.
- SETTLEMENTS
 - Natl. Fed. of Settlements.
 - Sex Education, ASHA, NYSHS.
 - Schools, AHEA, HI, TI.
 - Short Ballot, SBO.
 - Short Working Hours, NCL.
 - Social Agencies, Surveys of, AAOC.
 - Social Hygiene, ASHA, NYSHS.
- SOCIAL SERVICE
 - Amer. Inst. of Soc. Service.
 - Com. on Ch. and Soc. Service, FCCCA.
 - Dept. of Soc. and Public Service, AUA.
 - Joint Com. on Soc. Service, PNC.
- SOCIAL WORK
 - Natl. Conference of Social Work.
 - Statistics, RSF.
- SURVEYS
 - Russell Sage Fdn., Dept. Sur. and Ex.
 - NCMH., PRAA, NCWEA.
 - Taxation, NML.
- TRAVELERS AID
 - Travelers Aid Society.
 - CJW.
 - Tuberculosis, NASPT.
 - Vocational Education, NCLC., RSF.
 - Unemployment, AALL.
- WAR RELIEF
 - Am. Red Cross.
- WOMEN
 - Amer. Home Economics Assn.
 - Natl. Consumers' League.
 - Natl. League of Wom. Workers.
 - Natl. Women's Trade Union League.
 - CJW., TAS.
 - Working Girls.
 - NLWW., TAS.

ALPHABETICAL LIST

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- AMERICAN ASSOC. FOR STUDY AND PREVENTION OF INFANT MORTALITY—Gertrude B. Knipp, exec. sec'y; 1211 Cathedral St., Baltimore. Literature on request. Traveling exhibit. Urges prenatal instruction; adequate obstetrical care; birth registration; maternal nursing; infant welfare consultations
- ASSOCIATION FOR THE STUDY OF NEGRO LIFE AND HISTORY—Carter G. Woodson, director of research; 1216 You St., N. W., Washington, D. C. To popularize the Negro and his contributions to civilization that he may not become a negligible factor in the thought of the world.
- AMERICAN HOME ECONOMICS ASSOCIATION—Mrs. Alice P. Norton, sec'y; 1326 E. 58 St., Chicago. Information supplied on anything that pertains to food, shelter, clothing or management in school, institution or home.
- AMERICAN INSTITUTE OF SOCIAL SERVICE—Founded by Dr. Josiah Strong. Nathaniel M. Pratt, gen. sec'y. Edward W. Bemis, Robert A. Woods, dept. directors, Bible House, Astor Place, New York. Welcomes inquiries as to all matters of community organization and progress. Members of its staff glad to enter into consultation by correspondence about given conditions or particular projects. Assists in bringing to individual new undertakings the combined results and lessons of the best productive achievement. Ready to aid in securing publications, speakers, temporary or permanent leadership. Particular attention given to requests from communities in which all such effort is at an early stage. Seeks to bring about better cooperation among specialized national organizations, toward securing the more comprehensive local application of their types of service. Promotes the fullest extension of principles and methods which on a limited scale have conclusively shown their power for the upbuilding of the nation.
- AMERICAN LIBRARY ASSOCIATION—George B. Utley, exec. sec'y; 78 E. Washington St., Chicago. Furnishes information about organizing libraries, planning library buildings, training librarians, cataloging libraries, etc. List of publications on request.
- AMERICAN PROPORTIONAL REPRESENTATION LEAGUE—C. G. Hoag, sec'y; 802 Franklin Bank Building, Philadelphia. Advocates a rational and fundamental reform in electing representatives. Literature free. Membership \$1.

THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

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Department of Military Relief: John D. Ryan, dir.; Major Kirby Smith, Medical Reserve Corps, U. S. A., asst. dir.

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Town and Country Nursing Service: Fannie F. Clement, dir.

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COMMITTEE OF ONE HUNDRED ON NATIONAL HEALTH—E. F. Robbins, exec. sec'y; 203 E. 27 St., New York. To unite all government health agencies into a National Department of Health to inform the people how to prevent disease.

COMMITTEE ON PROVISION FOR THE FEEBLEMINDED—Joseph P. Byers, ex. sec'y; Empire Bldg., Phila. Object to spread knowledge concerning extent and menace of feeble-mindedness; initiate methods for control and eradication.

COUNCIL OF JEWISH WOMEN (NATIONAL)—Department of Immigrant Aid, with headquarters, 242 E. Broadway, New York. Miss Helen Winkler, ch'n; gives friendly aid to immigrant girls; meets, visits, advises, guides; has international system of safeguarding. Invites membership.

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Campaign for the Conservation of Human Life; Charles Stelzle, sec'y.

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NATIONAL COMMITTEE FOR THE PREVENTION OF BLINDNESS—Edward M. Van Cleave, man. dir.; Gordon L. Berry, fid. sec'y; Mrs. Winifred Hathaway, sec'y; 130 E. 22 St., New York. Objects: To furnish information for associations, commissions and persons working to conserve vision; to publish literature of movement; to furnish exhibits, lantern slides, lectures. Printed matter: samples free; quantities at cost. Invites membership. Field, United States. Includes N. Y. State Com.

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- Children, Henry W. Thurston.
- Delinquents and Correction, Mrs. Jessie D. Hodder.
- Health.
- Public Agencies and Institutions, Albert S. Johnstone.
- The Family, Gertrude Vaile.
- Industrial and Economic Problems, Mrs. Florence Kelley.
- The Local Community, Charles C. Cooper.
- Mental Hygiene, Frankwood E. Williams.
- Organization of Social Forces, Allen T. Burns.
- Social Problems of the War and Reconstruction, V. Everit Macy.

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The Southern Highland Division; John C. Campbell, sec'y; headquarters, 412 Legal Bldg., Asheville, N. C.

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W. W. Worsen

HEAVEN AT PEKING

Here, where the emperor worshipped yearly at the religious center of Confucianism, the first constitution of the new republic was drafted, and the temple grounds are now used as a government agricultural experiment station. The first national athletic meet of China was held on these grounds

CHINA'S SOCIAL CHALLENGE

Beginning a Series of Four Articles

By J. S. Burgess



AT THE CENTER OF THE SOCIAL CHALLENGE OF CHINA

The cabinet of the Peking Students' Social Service Club, an organization of 500 Chinese college students who are conducting free night schools and playgrounds and making studies of social conditions. The club is promoted by the Peking Young Men's Christian Association. Three of the advisors of the club sit in the first row of the picture. Left to right, they are W. P. Mills, a secretary of the Y. M. C. A.; Frank Yung Tao, Chinese merchant and philanthropist; J. S. Burgess, social service secretary of the Peking Y. M. C. A. and author of the series of articles beginning in this issue.



WHERE THE "BOXER" STUDENTS COME FROM

The American Indemnity College in China was established and is maintained by the Boxer indemnity funds which were returned by the United States to the Chinese government. The graduates attend American colleges, where many of them have made splendid records. The picture at the right shows a group of lower-grade students with one of the staff of twenty-five American teachers. At the left is the office building in the yamen (government office) of a prince's palace.

THE SURVEY



China's Social Challenge

I—An Opportunity for American Social Workers

By J. S. Burgess

SOCIAL SERVICE SECRETARY OF THE PEKING YOUNG MEN'S CHRISTIAN ASSOCIATION; THE PRINCETON UNIVERSITY CENTER IN CHINA

IN speaking with leaders in different fields of practical social endeavor in this country one is struck with the lack of realization that anything of vast and far-reaching social significance is now taking place across the Pacific. A few trained social thinkers, however, who have traveled to the Orient in recent years have come back with a veritable storehouse of new and undreamed-of material. Prof. Edward A. Ross, of Wisconsin, following methods of investigation entirely different from the average compiler of descriptive travel, after six months of study produced a most remarkable analysis of the social condition of China. In his book, *The Changing Chinese*, he gives it as his opinion that the Chinese, in their mental and physical characteristics, are very similar to the citizens of our own country. He did not find that they were "oriental" in the imaginative significance of that term, but, as a student of history, he saw a great vision of a whole race of men comprising one-fourth of the population of the world emerging from conditions similar to those of the West during the Middle-Ages and suddenly adopting the processes and methods of the nineteenth century western civilization.

Prof. Charles R. Henderson, with prophetic foresight, discerned the problems of the new industrial age in China and endeavored with all his persuasive power to induce the Chinese government to enact laws for the betterment of the working classes and thus to skip over the dark pages of the first years of industrial revolution in England. I can never forget him as he stood before several hundreds of the students of the National University in Peking, appealing to those men, many of them to be leaders in the political and industrial life of new China, to be champions of the cause of the common man.

Gardner L. Harding, a newspaper correspondent familiar with the social problems of the West, was traveling through China during the revolution of 1912. In his recent stimulating book on *Present-Day China* we find that he has discovered a vast field of hitherto almost unknown material, showing a tremendous social awakening of the educated people in China and the birth of a national consciousness which, however, he characterizes as a most impractical idealism. Coming in from a day of study of the social conditions of Peking, Mr. Harding used to say to me: "I have been investigating problems which hundreds of Europeans and Americans have for many decades been studying in the West, but the whole field in China is as yet unknown."

One is not surprised that Mrs. Congor, wife of the famous American minister, in comparing her life in South America with that in China, pointed out that South America is a delight to the eye and to the senses, but that China, while lacking many of these æsthetic features, is essentially a stimulus to the mind.

Until Russia's revolution China was the youngest of the republics. Her awakening was sudden and violent. Her young, modern leaders are facing a complex of social problems, industrial, political and educational, greater and more difficult than any generation of western men has ever faced. In helping her to master the process of modern life her heritage of the past is of little value—a fixed and traditional way of living and thinking with the least possible friction and with the ideal that every man should occupy his own inherited place in the order of things.

The American social worker realizes the difficulty of leading the Russian or Italian immigrant to understand the



Farm laborer bringing in a load of brush for fuel. The struggle for existence is so keen that small bushes are pulled up by the roots and the hills are denuded.

meaning of democracy and citizenship. Consider then the difficulties which the leaders of modern China have in educating in democracy one-fourth of the human race—a whole nation emerging into a republic. A common peasant in the fields near Peking, when asked what he thought of the revolution, replied:

"Oh, it is not important! The Manchu emperor is deposed and a new emperor has been put in. It is just about the same thing over again."

A common coolie, however, on the streets of Peking, dressed in shabby, torn blue cotton, with an extensive smile said to me one day during the first year of the republic: "Master, it's a great change for all of us; now you and I are both free and equal. I am a citizen, too."

The birth of a new patriotism and a national conscience has not only brought an expectation of a better social order among the scholars of the new China but it has also brought hopes of a good time ahead to great numbers of the common people.

The huge factories of Shanghai and Tientsin, from which every night, after long hours of hard labor, emerge thousands of men, women and children, make it apparent that a nation of farmers is changing from the primitive agricultural stage to the modern industrial age. The peasants come in from the crowded country districts where they have lived in poor but well-ventilated (too well ventilated for the American!) mud or tile huts, having been induced by "get-rich-quick" advertisements, and are now huddled together in great, unhealthy factories and harnessed sometimes for twelve or fifteen hours a day to modern machines.

The problems of the new industrial age, similar but one hundred-fold larger than those of England a century ago, are upon China. Problems of wages, living conditions, labor organizations, tuberculosis, child labor, vice and a dozen others, are emerging. Has the American republic no experience which it can give the Flowery Republic here?

Popular education! You say even in America we don't know what to do about that problem. We are in perplexity what education is for ourselves. True, but have we no experience which can help this situation? A nation which has revered the classical scholar for ages but which has had no schools for three hundred years, suddenly decided in 1905 to inaugurate a great system of western public education, middle school, high school, technical, college and university.

In many cities the gods of the local temples were cast out into a nearby river to make room for the apparatus of the public school—desks, blackboards and maps. In Peking there are today over 20,000 primary schoolboys and girls and nearly 11,000 high school and college students, the latter in forty-two private and government institutions, including four law colleges, a medical college, two normal colleges, a national university with six different departments and teachers from five different nations, and a technical college to turn out mechanical and civil engineers.

The achievement is remarkable. But if Americans, after all these years, are in many respects confused over modern educational methods, what amount of confusion is in the minds of the leaders of this great crusade in China!

The problems of general social education, of the community use of the school plant, of normal training, of industrial education, of vocational guidance and of school administration—all these are already present or are just emerging.

Then there is a whole set of social problems arising from the break-up of the old authoritative systems of custom and morality. To find what Confucius said on this or that prob-

lem, although surprisingly often it is apt, is no longer a panacea.

Young men, especially students away from their home surroundings, have reacted violently from the traditional way of thinking and acting. They are sons of a new age. Liberty and freedom of action often get confused in their minds with license and irresponsibility to any authority or obligation. Among the educated classes of the nation—for centuries perhaps the most moral in the world—immorality and the resultant diseases are on the rapid increase.

New ideals of marriage and of home life are in China fraught both with danger and with promise. The old family clan idea is losing its hold, and the sacredness of the smaller family unit has not yet been firmly established. There is also a desire on the part of many young men to make their own marriages rather than have them arranged in the traditional Chinese way.

While one from the West cannot but sympathize with this worthy change of ideals, it is evident that a too rapid transition is likely to deprive China of the advantages of both the old plan and the new.

The women, too, have a new conviction of freedom. A sudden and ill-advised woman-suffrage movement in 1912 astonished the world. Women for the first time in Chinese history took the public platform and vociferously discussed political and social questions. A band of young women formed a company of "Dare-to-Dies" to fight in the revolution. These were with difficulty disbanded by C. T. Waug, now president of the Senate. Another group of women banded themselves as bomb-throwers and dynamiters to destroy the hated Manchu officials. Without balanced judgment or sufficient education and grasp of the questions of new China, these women present both a difficult problem and sign of a new and progressive China.

Closely connected with these questions is that of wholesome recreation. In the hardened and conventionalized custom of Confucian civilization play had little place. It was said by a noted Chinese, "The Confucian ideal was that the father should make his son an old man as soon as possible." There was no play for the prospective scholar, only long hours of tedious study and a dignified behavior befitting a member of the "literati" class.

With the traditional ideals of dignity and uniformity broken down, a great volume of latent energy has been released. Who is to direct in proper recreation channels these vast energies of the four hundred million Chinese? The introduction of new industry is redirecting the working capacities of this great people. Will their leisure time be spent in a way which will build up and not destroy the manhood and womanhood of China?

Of the relationship of American Social Workers to these new social problems which I have been outlining we will speak presently. It is well here to emphasize that the leaders of this great social revolution must naturally come from the Chinese race itself. The leaders in China, more than those of any other nation, are young men. Thousands have studied and observed in Japan, many hundreds in Europe and America, but a far greater number are learning the process of the new world in the modern colleges of China.

On the shoulders of these college men and of the recent college graduates will rest in large measure the destiny of China. Intensely patriotic and deeply interested in fundamental questions, these young men, although often confused and discouraged, are bent upon a high ideal of the transformation of their country into a modern progressive nation.



THE THIRST FOR KNOWLEDGE

One of the government public lecture halls of which there are about a dozen in the city of Peking. A corps of lecturers trained by the government goes from one to another, speaking on modern subjects and illustrating their talks by the pictures and charts, printed in Japan, which are shown here on the wall. They include such common western subjects as clocks, scales, etc., which are great novelties to the illiterate coolies.

In my years in Peking I was constantly in touch with the students in the government and private universities. They come by the thousands from every province to enroll in one of the modern institutions at the capital.

Conversation among them does not concern itself principally with athletics or games, but with the pressing needs of the Chinese nation. Politics and international law are attacked in a vital way. "Which is the better form of government for China, a fixed cabinet or a responsible cabinet? What are the advantages of state socialism? What practical measures may we devise for the reform of the currency? How shall we go about training an army?" Such questions are brought to one constantly. The thinking men both in the colleges and among the younger officials are, during these years, laying the plans for the whole political, financial, and educational reconstruction of the nation.

Many of these young men very rapidly attain to places of responsibility. One of my students in a Peking college was, within one year after graduation, head of all high-school education in China. Another became within two years principal of the Shantung provincial college, which has a large faculty and 500 students. Two students left my class at the normal college to run for Parliament. Students at the National University edited newspapers. The rapid advance of these young men is by no means due to their superior mental qualities, but to the fact that there are no others of western training capable of the leadership called for.

Was there ever a condition calling more for help from the experience and training of the social thinkers of America? While it is true, as has been pointed out, that the leaders of these new movements must be Chinese, those who advise and inspire may be Americans.

Certain prominent Americans have already rendered to China great service. James Bayley, who, for several years had a small forestry school in Nanking, was recently asked by the Chinese government to take over the training of the students of forestry for the whole country. W. A. P. Mar-

tin founded the first western educational institution conducted by the Chinese government. Charles Tenney, now of the American legation in Peking, reorganized the educational system of the metropolitan province of Chihli. E. W. Thwing has for many years had a national influence in the popular anti-opium movement. He has had permission to telegraph at any time at the expense of the Peking government to any officials throughout China on questions pertaining to the opium traffic. He had access to the entire Chinese press.

Americans, whether in business life, diplomatic service, or in the Christian enterprises, if interested in questions of the welfare and progress of the Chinese race, have constant opportunities to serve the Chinese people in the pressing problems arising from the change from an old civilization to a progressive western life.

In connection with the work of Princeton University in Peking we constantly have such opportunities, of many of which, for lack of knowledge and time, we are unable to avail ourselves. In one of our English classes was the head of the sanitation department of Peking, a city of one million people. He knew nothing of the science of sanitation and was willing to learn anything we could tell him. Another friend of ours became the head of the prison system of the whole country. He was quite ignorant of new methods of prison management and police regulations. We were glad that we had Mr. Fosdick's book on police systems of Europe to lend him. In a few years of residence in that city we have been called on to lead in the first survey of the social institutions of Peking, to establish the first public playgrounds, to organize the first well-run orphanage, to conduct a public anti-tuberculosis campaign, and to organize a great popular demonstration for social and moral reform.

None of these services can be performed by the foreigner in China unless he is in close touch, sympathy and cooperation with the Chinese people themselves, but when he is, there is no nationality that is more warmly welcomed or that has a greater influence with the Chinese than the American.

Insurance for Soldiers and Sailors

By Joseph P. Chamberlain

LEGISLATIVE DRAFTING FUND, COLUMBIA UNIVERSITY

THE bill now before Congress to provide for men and women in the army and navy and for their families, is divided into four parts. Part I is administrative, Part II makes provision for the families of the men during their absence, Part III grants compensation to those injured "in the course of the service" and to their families, Part IV is a scheme of government insurance with a premium paid in part by the insured and in part by the government. It is the insurance feature of the bill which has aroused the most vigorous opposition and it is this feature, which, as a novelty in the federal administration, deserves the closest consideration as to principle and detail.

The plan proposed grants, on application, to every officer or man in the army or navy, or to every woman in the nurse corps in "active service," insurance against death or total disability from any cause, in a sum of not less than \$1,000 or over \$10,000, a maximum reduced in Congress to \$5,000. The insurance must be applied for during the first one hundred and twenty days after entrance into the service, but this time counts for persons then in "active war service" from the time of publication of the terms of the insurance contract, which is to be made "promptly" on passage of the act. If a person entitled to apply dies or is totally disabled within the one hundred and twenty days, without having made his application, he or his family, in case of his death, receives a pension of \$25 a month. The pension is paid him during his life and if he dies before two hundred and forty monthly instalments have been paid, it is continued for so many additional months as will make the total 240, to his widow, dependent mother or child up to eighteen, or after that age if unable to earn a living.

The act authorizes the payment of benefits to the insured, or on his designation to a member of his immediate family or "such other persons as may be provided from time to time by regulation." This vague provision, it is to be expected, will be interpreted in the general spirit of the act, which does not extend its benefits far from the home circle of the soldier. The insurance is payable only in instalments, not in a lump sum like ordinary life insurance. The act does not state whether these instalments shall be monthly, quarterly or yearly, and the meaning of the phrase is further clouded by a subsequent provision that the "contract of insurance" may provide "for a continuous instalment during the life of the insured," implying that the mandatory provisions, that the insurance be payable in instalments, means something other than continuous instalments.

The cost of administration and the excess cost resulting from the risk of war is borne by the United States, and the premium rate of the insured is the net rate of the American Experience Tables, which is estimated to average \$8 a year per \$1,000 of insurance.

After the war the policy may be converted into a form of insurance to be provided by regulation. This entirely vague expression is probably not against the interest of the soldier inasmuch as his influence will be strong enough to insure fairness to him.

In his letter to the President transmitting and recommending the bill, Secretary McAdoo gives two reasons for the addition of the insurance feature. One is the non-insurability

of the risks in the ordinary way; the other is "to check any future attempts at service pension legislation."

There are two kinds, at least, of non-insurability. One is the impossibility of securing insurance for soldiers about to go to war from insurance companies. The second, the fact that many a soldier who is now in good health and insurable at a low premium, will return from the war with his health impaired so far that he is no longer insurable by a company and yet not disabled so that he will be compensated under the act.

It is true that many of the men, particularly the older ones with families, already have insurance which will generally not be affected by the war, and in an amount which is as much as they can afford or which they consider sufficient for their families in case of the death which comes even in civil life. If these men are killed in the war, their immediate families will receive, in addition to the insurance, the compensation provided for in Part III, and so will be better off than if the breadwinner had died when employed in his ordinary business. It must not be forgotten, however, that almost all of the men are young, that they may fairly look forward to a long life and so may reasonably consider that they will be able, with increasing earnings, to provide more insurance to care for their loved ones before death calls them, or that their young children will be self-supporting before that calamity falls upon the family. Now they are going into a very great danger which increases the risk of death or disablement so much that insurance in the old way is not obtainable. Is it not fair to give those who desire it an opportunity to make further provision for the education of their children after the government compensation stops at the age of eighteen, for more comforts for the wife or for a mother and old father or a sister, who would get little or no compensation?

Should a man not be enabled to provide for his own future a better income than that granted by the government if he returns from the war unable to earn his living? His compensation as a single man is \$40 a month; if he is married or marries on his return, \$55 to \$75, depending on the number of his children, with higher amounts in case of higher paid men. Many soldiers will undoubtedly be willing to undergo restriction in their expenses during service in order to be certain of a larger monthly income in case of disablement, but if the government does not provide the means, there is no way in which they can get insurance to provide it.

Whether the premium should not be fixed at approximately enough to cover the whole cost is another question. It is agreed that the extra risk of war cannot be exactly computed, but can it not be sufficiently well approximated after Canadian and British experience, to fix a reasonable basis for premiums with a guaranty by the government that the promised benefit shall be paid even if the premium proves insufficient? The very heavy losses of the British and Canadians in their first years of struggle should not be taken as a criterion, but rather the smaller proportional losses since greater power in artillery and wider experience in fighting have cut down the human cost of war. Going into action at this time, with the lessons learned by the allies at the service of the War Department, could the government not fairly take as a basis the rate of loss for the past year and provide itself only for the extra cost which might come from unexpected events?

If, as the bill provides, the government is to pay the whole war cost, which will be the principal cost, the amount of the insurance thus given to the men should not be so much in excess of the insurance needs of the average man as the maximum fixed in the law, \$10,000, or even the \$5,000 to which it has been reduced. The average insured man in the state of New York, not taking into consideration industrial insurance, has \$1,800 of insurance; the average amount carried in industrial companies by the less well paid workmen is certainly not over \$200. The \$10,000 or even \$5,000, as provided in the bill, will seem entirely unnecessary to such men, far more than they can afford to continue to carry after the war, and they will not voluntarily take so much even at the cheap rate offered. The net result will probably be that the better off men of the middle classes will alone be benefited by the higher amount. Would it not be fairer to fix the amount of insurance for which the government pays the war premium at \$2,000 or \$2,500, and to allow the men who want more to buy it from the government on some such basis as indicated?

Furthermore, the success of the act depends on the number of men who take insurance so that every opportunity and encouragement to insure should be afforded. The limitation to four months (one hundred and twenty days) after enlistment as the time during which insurance may be applied for, seems unfortunate as a general provision and a hardship on the men who are subsequently promoted to higher ranks and consequently receive higher pay. The few dollars a month for premiums which may have seemed a heavy charge to a private will be less onerous to a sergeant and trifling to an officer. Yet men who are promoted have no opportunity either to increase their insurance or, if they have not taken out a policy in the four months, to apply for one. If no other change in the act is made every advance in rank should entitle a man to make a new application.

The uninsurable man is an after-the-war problem. He may have developed a heart or kidney or lung trouble as a result of shock or exposure, his nervous condition may be so bad that he is no longer a good insurance risk. The act provides for him by authorizing him to continue his war insurance. It is certainly as fair that he be insured by the government as that the soldiers in active service should be insured, and as well as the element of justice there is the same practical reason that he cannot get the insurance elsewhere at a reasonable price. The act leaves the premium rate to these men after the war indefinite, but it must have been the intention, in estimating it, to leave out of consideration their physical condition.

If the insurance is to be a success, as war insurance, it must attract as many of the men as possible. It is far more important that it be popular if it is to accomplish the second aim of the government, to prevent future pension agitation by providing voluntary and cheap means of caring for the needs for which the pensions are sought. Should only a small proportion of the men either accept insurance or continue it after the war as provision against old age or disability, the argument that they might have done so will have little effect. As an answer to the careless few who have not taken advantage of the opportunity it will be conclusive, but it will be vain as an argument against an appeal from the great majority of the veterans. Here is an added reason for not limiting the period during which the insurance can be applied for. The men should have every opportunity to become insured and the limitation in time would seem to be an advantage to the better off man, more accustomed to insurance, over the young workman.

Even with all the inducements possible offered to men to take the insurance, if experience can be trusted, a heavy loss in lapses must be looked for after the war. It is to be presumed that the secretary of the treasury and Judge Mack, who drafted the bill, had this point in mind and will devise a means to keep the insurance popular with the insured and to remind them of the time of paying premiums. This danger of lapses is an additional reason why the amount taken by any individual should not be disproportionate to his ideas of his insurance needs. If it is, he is fairly certain to let at least the excess lapse, and with the excess there is danger that the whole policy will go.

There are many minor changes which might well be made in the bill. For example, in Section 402 provision is made for "cash" value of the policy, which means a surrender value. But the government is interested in keeping the policies alive to avoid the necessity of pensions, one of its objects in offering such liberal terms. Why should it be made easy for the insured to surrender the protection of his policy? There is a movement against a similar provision in ordinary insurance as being opposed to the object of insurance—the provision against future contingencies. Is it wise for the government to encourage it?

Again, does the requirement for the payment of the benefits in instalments, uncertain as it is, apply to the forms of insurance after the war, to be "prescribed by regulation"? The requirement that after the war every policyholder is entitled to claim the right to pay his premium in monthly instalments may increase unduly the cost of the insurance to those who desire to pay annually. Monthly payments are very expensive as the government must provide clerks to check small payments twelve times in each year on each policy and keep track of each policyholder every month. Should not classes of annual and monthly paid policies be provided, so that persons able and willing to pay annually would benefit by the saving in cost? As another point, would it not be a saving to adopt a flat rate for all insurance during the war or at least to divide the insured into two classes: one, all ages up to 31; or second, all ages up to 40, rather than to figure premiums on each policy based on the exact age of the insured. The differences in premiums from year to year will be only a matter of a few cents among the young men and the good health at enlistment of the older ones will tend to equalize the difference of age.

The insurance feature of the bill is deserving of careful study by those interested in social welfare. It is not designed merely to supplement the relief and compensation features, but to meet needs which are not and cannot be met by those parts of the bill. If the insurance needs are fairly and adequately met by Part IV, as it now stands or as it can be amended, the argument that they should be slighted in favor of an increase in the amounts granted under the other parts, does not seem to be warranted. At least, so far as war-time insurance and insurance for the uninsurable after the war is concerned, it cannot be said that the government is going into a branch of the business which private enterprise is ready to care for. In continuing the insurance to the men who have taken policies during the war, the government, as the secretary says, is assuring itself against the risk of pension legislation. It may also be looked upon as agent of a great mutual association of ex-soldiers and sailors to secure their insurance at a reasonable rate.

These are details of the bill itself and of the proposed administration. Critical consideration of them should not obscure the great value of the measure and the gratitude we all owe Judge Mack for his ability and activity in preparing it and urging its passage.

The President to the Pope

WASHINGTON, D. C., August 27, 1917.

TO HIS HOLINESS BENEDICTUS XV, POPE:

In acknowledgment of the communication of your Holiness to the belligerent peoples, dated August 1, 1917, the President of the United States requests me to transmit the following reply:

EVERY heart that has not been blinded and hardened by this terrible war must be touched by this moving appeal of his Holiness the Pope, must feel the dignity and force of the humane and generous motives which prompted it, and must fervently wish that we might take the path of peace he so persuasively points out. But it would be folly to take it if it does not in fact lead to the goal he proposes. Our response must be based upon the stern facts, and upon nothing else. It is not a mere cessation of arms he desires; it is a stable and enduring peace. This agony must not be gone through with again, and it must be a matter of very sober judgment what will insure us against it.

His Holiness in substance proposes that we return to the status quo ante-bellum and that then there be a general condonation, disarmament, and a concert of nations based upon an acceptance of the principle of arbitration; that by a similar concert freedom of the seas be established; and that the territorial claims of France and Italy, the perplexing problems of the Balkan states, and the restitution of Poland be left to such conciliatory adjustments as may be possible in the new temper of such a peace, due regard being paid to the aspirations of the peoples whose political fortunes and affiliations will be involved.

It is manifest that no part of this program can be successfully carried out unless the restitution of the status quo ante furnishes a firm and satisfactory basis for it. The object of this war is to deliver the free peoples of the world from the menace and the actual power of a vast military establishment, controlled by an irresponsible government, which, having secretly planned to dominate the world, proceeded to carry the plan out without regard either to the sacred obligations of treaty or the long-established practices and long-cherished principles of international action and honor; which chose its own time for the war; delivered its blow fiercely and suddenly; stopped at no barrier, either of law or of mercy; swept a whole continent within the tide of blood—not the blood of soldiers only, but the blood of innocent women and children also and of the helpless poor; and now stands balked, but not defeated, the enemy of four-fifths of the world.

This power is not the German people. It is the ruthless master of the German people. It is no business of ours how that great people came under its control or submitted with temporary zest to the domination of its purpose; but it is our business to see to it that the history of the rest of the world is no longer left to its handling.

To deal with such a power by way of peace upon the plan proposed by his Holiness, the Pope, would, so far as we can see, involve a recuperation of its strength and a renewal of its policy; would make it necessary to create a permanent hostile combination of nations against the German people, who are its instruments; and would result in abandoning the newborn Russia to the intrigue, the manifold subtle interference,

and the certain counter-revolution which would be attempted by all the malign influences to which the German government has of late accustomed the world.

Can peace be based upon a restitution of its power or upon any word of honor it could pledge in a treaty of settlement and accommodation?

Responsible statesmen must now everywhere see, if they never saw before, that no peace can rest securely upon political or economic restrictions meant to benefit some nations and cripple or embarrass others, upon vindictive action of any sort, or any kind of revenge or deliberate injury. The American people have suffered intolerable wrongs at the hands of the imperial German government, but they desire no reprisal upon the German people, who have themselves suffered all things in this war, which they did not choose. They believe that peace should rest upon the rights of peoples, not the rights of governments—the rights of peoples, great or small, weak or powerful—their equal right to freedom and security and self-government and to a participation upon fair terms in the economic opportunities of the world, the German people, of course, included, if they will accept equality and not seek domination.

The test, therefore, of every plan of peace is this: Is it based upon the faith of all the peoples involved, or merely upon the word of an ambitious and intriguing government, on the one hand, and of a group of free peoples, on the other? This is a test which goes to the root of the matter; and it is the test which must be applied.

The purposes of the United States in this war are known to the whole world—to every people to whom the truth has been permitted to come. They do not need to be stated again. We seek no material advantage of any kind. We believe that the intolerable wrongs done in this war by the furious and brutal power of the imperial German government ought to be repaired, but not at the expense of the sovereignty of any people—rather a vindication of the sovereignty both of those that are weak and of those that are strong. Punitive damages, the dismemberment of empires, the establishment of selfish and exclusive economic leagues, we deem inexpedient, and in the end worse than futile, no proper basis for a peace of any kind, least of all for an enduring peace. That must be based upon justice and fairness and the common rights of mankind.

We cannot take the word of the present rulers of Germany as a guarantee of anything that is to endure unless explicitly supported by such conclusive evidence of the will and purpose of the German people themselves as the other peoples of the world would be justified in accepting. Without such guarantees treaties of settlement, agreements for disarmament, covenants to set up arbitration in the place of force, territorial adjustments, reconstitutions of small nations, if made with the German government, no man, no nation, could now depend on.

We must await some new evidence of the purpose of the great peoples of the Central Powers. God grant it may be given soon and in a way to restore the confidence of all peoples everywhere in the faith of nations and the possibility of a covenanted peace.

ROBERT LANSING,
Secretary of State of the United States of America.



COMMON WELFARE

ON THE WAY TO THE U. S. SUPREME COURT

JUDGE BOYD, of the federal court for the western district of North Carolina, has held unconstitutional the federal child labor law. The Department of Justice will appeal the case, carrying it as promptly as possible to the Supreme Court of the United States.

Judge Boyd's decision arose out of a request for an injunction against the Fidelity Manufacturing Company (a cotton mill) and William C. Hammer, United States attorney for the western district of North Carolina. The particulars of the complaint of Roland H. Dagenhart in the names of his sons, Reuben and John, were printed in the SURVEY for September 1.

Judge Boyd granted the injunction and made it permanent, rendering his decision on the day before the law took effect. The hearing of the case extended over three days, August 29-31.

The national significance of this injunction case, as the first step in the test of constitutionality of the federal child labor law, is suggested in the array of counsel enlisted for and against the statute. The Dagenharts, father and sons, poverty-stricken cotton mill hands, were nominally represented by the New York firm of O'Brien, Boardman, Harper and Fay; by Manly Handren and Wamblee, of Winston-Salem, N. C., and by Mr. Bynum, of Greensboro, N. C., a former member of Congress. Obviously the Southern Cotton Manufacturers' Association has the same dynamic interest in this case which the National Manufacturers' Association has always taken in the long series of cases concerning the hours of labor and minimum wage laws for women, which has resulted in the United States Supreme Court sustaining every case.

The government was represented by District Attorney William G. Hammer; Thomas I. Parkinson, of the Legislature Drafting Fund of Columbia University, who prepared the government brief and who made the closing argument; and Roscoe Pound, formerly a member of the Supreme Court of Ne-

braska, and now dean of the Harvard Law School, who made the opening argument.

In the course of District Attorney Hammer's address to the court, the ugly fact was brought out that, among the young men of a neighboring cotton mill district in which the mill had been established for more than a generation, 75 per cent of those registered for the draft were rejected by the army surgeons as physically unfit.

Judge Boyd held the law unconstitutional under the due process clause of the fifth amendment to the Constitution of the United States because it deprives the parent of the property right in the services of his children.

The judge held that the law was an attempt by Congress to control manufacture within the states by the use of its power over interstate commerce; this constituted an attempt to do by indirection what it could not do directly. The law, therefore, was unconstitutional, he held, though the government had brought out that this was the very point at issue in the case of the Louisiana and other lotteries and of the Mann federal white slave law, both of which were upheld by the United States Supreme Court.

The present decision is limited in its immediate practical effect to the federal district in which it was rendered. Everywhere else the law will continue in force, pending the decision of the Supreme Court of the United States.

JUDGE MACK'S BILL BEFORE THE HOUSE

REPORTED from the Committee on Interstate and Foreign Commerce on August 30, the soldiers' and sailors' insurance and compensation bill, drafted by Judge Mack [the SURVEY, August 18, page 435], is expected to pass the House without serious opposition and to be taken up in the Senate soon after the war revenue bill shall have been disposed of. Defended by Judge Mack, Secretary of the Treasury McAdoo, Assistant Secretary Rowe, Julia C. Lathrop, chief of the Children's Bureau, and others, the measure received only two amendments in committee, and there appeared strong likelihood, at the beginning of the House debate, that these two amendments would be rejected.

The first amendment reduces the possible amount of government insurance which a soldier may take out, under the terms of the bill, from \$10,000 to \$5,000. President Wilson has come out in unqualified opposition to this reduction. The second amendment denies benefits to the widow of a soldier if she became his wife after he left the service, regardless of the extent of his disability when leaving and regardless of the degree of help and comfort which her marriage brought him.

The House committee report included the following statement:

Your committee thinks this bill wise and beneficent in all its features and though a radical departure in some respects thinks it will prove a great blessing to our soldiers and their families and be very satisfactory to the country.

The first, second, and third features provide for the maintenance of the families of the soldiers during service and for compensation in case of death, and it is believed this is effected much more satisfactorily in this bill than in the existing pension system and will not be so expensive in the long run. The elements of certainty and security afford an incentive to the soldier to go forward confident of protection by the government to themselves and their families and go far to mitigate the anguish of the families themselves during the unhappy separation from the soldiers.

Opposition to the measure, attributed by friends of the bill to the fear of pri-

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Courtesy of the Delineator



WHEN the manager of the *Delineator* appropriated money for a test year of baby-saving, there was created what is practically a new philanthropy.

Dr. Charles E. Terry, formerly health officer of Jacksonville, Florida, is in charge of the entire plan. Assisting him are Franz Schneider, Jr., formerly of the Russell Sage Foundation; Marie L. Rose, R. N., Johns Hopkins Hospital, for three and one-half years inspector of factories and child labor in Maryland. Miss Rose is chief of the nursing staff. Bacteriological work will be in charge of W. L. Dodd and H. N. Parker, both experienced sanitarians.

The field work begins when an invitation comes from a city or town to begin a survey there. This health survey means the cooperation of local associations—board of health, board of trade, the C. O. S., woman's club, etc., and from these societies and from the citizens as a whole are drawn voluntary committees to aid the nurse who opens the survey. For the nurse is first on the scene. With what assistance she can command from the voluntary groups, she secures information regarding the milk and water supplies, vital statistics—when they exist, housing conditions, health records, the number of mothers who work, and much else, making from carefully constructed case histories, an intensive study of possible factors in pre-natal or post-natal conditions of babies who died last year under one year of age. Later, perhaps after two weeks, a staff bacteriologist will go to the place, give lectures and demonstrations and answer questions. Report to headquarters is followed by advice from Dr. Terry and Mr. Schneider concerning a constructive health program for that particular town.

“SAVE
THE
SEVENTH
BABY”
CAMPAIGN

vate insurance interests that the government will stay in the life insurance business after the war is past, is expected to find vigorous expression when it is before the Senate. This opposition, of course, centers on article four, which deals with the insurance to be furnished the soldier by the government at low rates both during and after the war. Article four is discussed by Mr. Chamberlain on page 504 of this issue of the *SURVEY*.

Henry P. Davison, as chairman of the Red Cross War Council, has endorsed the bill, saying that “obviously the task of providing for the financial assistance of the families of our soldiers and sailors is so large that the government alone can assume it.” Colonel Roosevelt has written an open letter whole-heartedly supporting the measure and the Cleveland City Club, before whom Judge Mack spoke last week, received it with the greatest cordiality.

EARL GREY AS A SOCIAL REFORMER

EARL GREY, governor-general of Canada from 1904 to 1911, whose death is announced from London, would have won a name for himself as a social reformer even if he had not been the head of a great Whig family and if he had not occupied high public offices. He lent intelligent and active support to the most modern developments in the movement for housing reform and tried to interest administrators in every part of the British empire in the principles of city planning which would prevent future congestion.

As a temperance reformer, he was inclined towards local option but took little part in political wrangles, giving much of his energy and financial support instead to the elimination of private profit from the retail sale of liquor and the introduction of disinterested management by the development of a system of licenses held in public trust. In 1901, he formed the Central Public House Trust Association for the promotion of non-commercial license-holding companies. Of these companies there are now some thirty-five in England and several more in Scotland and Ireland, managing among them over 200 public houses.

These houses are conducted as refreshment houses rather than saloons; many of them are real centers of wholesome community life. All profits in excess of 5 per cent are applied to constructive temperance reform, more especially the provision of recreational facilities, not necessarily connected with the trust companies or under their own control. This trust principle, through the initiative of Lord Grey, has been applied also in Ontario, Manitoba, South Australia, New Zealand, Tasmania, Mauritius, Natal and the Transvaal.

In the last five or six years, Earl Grey

ONE BABY IN EVERY SEVEN DIES IN ITS FIRST YEAR OF LIFE



WHICH ONE?

HALF OF THESE DEATHS CAN BE PREVENTED; HALF OF THESE LIVES CAN BE SAVED.

THIS IS WHY BABY WEEK IS BEING HELD IN THOUSANDS OF AMERICAN TOWNS AND CITIES.

THIS IS ALSO WHY THE DELINEATOR HAS BEGUN ITS CAMPAIGN TO SAVE THE SEVENTH BABY.

WHAT ARE YOU DOING TO PREVENT THIS HAVOC OF BABYHOOD?

AMERICA NEEDS THAT SEVENTH BABY!

has figured in public life chiefly as the strongest and most persistent advocate of labor copartnership. An utterance of his, in 1912, may be regarded as prophetic of the tremendous advance of this principle in Great Britain under the pressure of the present war:

England's greatest undeveloped asset is man himself. How to get each man to do his best is the problem before England today. It is because copartnership harnesses to industry not only the muscle but the heart and the intelligence of the worker that we are justified in regarding it with reverence and enthusiasm as the principle of the future.

NO LONGSHOREMEN STRIKES EXPECTED

THE government took steps last week to prevent dock strikes during the war. It entered into a direct "labor treaty" with the International Longshoremen's Association, through the president of that organization, T. V. O'Connor, of Buffalo, binding the government and the owners of the shipping lines to recognize union wages, hours and conditions in each port, and the longshoremen to refrain from striking while this labor standard is maintained.

All disputes are to be adjusted locally, or by appeal to a national board comprising Vice-chairman Stevens of the Shipping Board, Assistant Secretary of the Navy Roosevelt, Walter Lippmann for the War Department, Messrs. Franklin for foreign shipping lines and Raymond for coastwise lines, and Mr. O'Connor for the longshoremen's association. Mr. Roosevelt will act only where navy matters are involved and only one of the shippers' representatives will act in any given case.

As the Lake Carriers' Association did not participate in the negotiations which led up to this agreement, the treaty applies at present only to the Atlantic, Pacific and Gulf ports. A meeting of the lake carriers on September 6 was expected to bring the lake ports into camp.

VICE BEHIND THE FRENCH LINES

EX-PRESIDENT ELIOT, of Harvard, took a testy bull by the horns in a letter last week to the *New York Evening Post*. Writing on sexual vice and the alcoholism which is its partner, he said:

The failure of the French government to protect their soldiers from these evils is the gravest error that government has committed; for those vices have proved more destructive to the French people since August, 1914, than all the German artillery, rifles, hand grenades, poisonous gases and fire blasts. The killed and wounded by shot and shell transmit no poison to their families and descendants—the victims of alcohol and prostitution do.

A friendly desire to refrain from criticizing France and the position of

the Committee on Public Information which deprecates publication of material criticizing our allies, has all but prevented discussion of the situation behind the French lines, in spite of the figures on the incidence of venereal disease among the Canadian and Australian troops. But it has given the gravest concern to social hygienists, to the Y. M. C. A., and now, it is said, to General Pershing and his staff.

The situation seems to be that with our restrictions on the sale of liquor and on the social conditions of communities in which training camps are established, we shall send to Europe the cleanest troops since the time of Cromwell's armies. At the front they will be immediately and completely exposed to the results of the French policy of *laissez-faire* in all things sexual. And France is so sensitive to discussion of her morals and manners that no one has, as yet, thought of a way out.

RACE DISTINCTIONS AND THE COURTS

DOES the Negro get a square deal in the American court of law? As part of a larger study Judge Gilbert Stephenson, of Winston-Salem, N. C., author of a book on Race Distinction in American law, has analyzed 19,000 municipal court cases in his city—two-thirds of them dealing with Negroes and one-third with whites—collected by him in his former capacity of prosecuting attorney. Winston-Salem is typically southern, with a large Negro population. Whether its courts are typical only a broader inquiry could of course show. But of the local record he summarizes his findings as follows:

In fixing the amount of fine or length of sentence, the court took into account the greater frailty or poverty of the Negro and made his fine less or his sentence shorter. This court has final jurisdiction of all crimes under felonies. I selected ten of the most prevalent crimes common to both races and, compiling enough individual cases of each offense to make the statistics based upon them trustworthy, ascertained the percentage of white and Negro offenders fined, sentenced and released upon payment of the costs. In like manner I ascertained the average fine in dollars and the average term of imprisonment in days of both white and colored law-breakers. I took no account of the cases dismissed, because, in doing so, one runs the risk of confusing the dereliction of the police force with the judgments of the court. That is, if police officers discriminate against Negroes in arresting in groundless cases, then the court should not be charged with race discrimination because it dismisses more cases of Negroes than white, or *vice versa*.

It appears that, upon the whole, 49.3 per cent of whites and 46.7 per cent of Negroes are fined, which is a difference of 2.6 per cent in favor of the white if it be leniency in the court to fine rather than imprison. For running disorderly houses, public drunkenness and vagrancy a larger percentage of Negroes than whites are fined; for the other seven crimes a larger percentage of whites are fined. The greatest differences between the races are made in cases of running disorderly houses, carrying concealed weapons and lar-

ceny. Fifty-nine per cent of whites as compared with 25 per cent of Negroes are fined for carrying concealed weapons; 17 per cent of whites as compared with 7 per cent of Negroes are fined for larceny; and 21 per cent of whites as compared with 54 per cent of Negroes are fined for running disorderly houses.

Upon all the crimes investigated, 25.4 per cent of whites and 33.8 per cent of Negroes receive sentences, a difference of 8.4 per cent in favor of the whites if sentences indicate severity. It follows as a matter of course that the larger percentage of either race fined for any crime the smaller percentage can be sentenced for that crime; that is assuming that the number released on payment of costs is static, which is the fact. One finds that a larger percentage of whites are sentenced for running disorderly houses, violating the liquor laws and vagrancy; and that a larger percentage of Negroes are sentenced for the other offenses. No distinction has been made between terms of imprisonment imposed as the primary punishment and terms imposed for non-payment of fine or costs. Sometimes the offender is fined and given a day of grace in which to pay the fine; if he fails, the fine is stricken out and a term of imprisonment imposed. Sometimes the offender announces to the court that he cannot pay a fine or even the costs, and the court, even if inclined to impose a fine, must either impose a sentence or turn the convict loose. It is common knowledge that a much larger percentage of Negroes than whites have to be sentenced for non-payment of fine or costs. When a deduction for this is made, the percentage of Negroes sentenced to terms of imprisonment will be found to be not much, if any, more than the percentage of whites sentenced.

In the amount of fine and length of sentence the advantage appears to be altogether with the Negro. The average fine of the white convict is \$18.05; of the Negro \$14.55, a difference of \$3.50 in favor of the Negro. The average term of imprisonment of the white convict is 86.04 days, of the Negro, 79.37 days, a difference of 6.67 days in favor of the Negro. The white man convicted of gambling is fined about twice as much as the Negro, and if imprisoned, his sentence is considerably longer. The fine of the white person convicted of violating the liquor laws is nearly twice that of the Negro convicted of the same kind of offense.

COMMUNICATIONS

NO SOONER SAID THAN DONE

TO THE EDITOR: May I reply to the open letter of Alice Henry [the SURVEY for August 25, page 460] suggesting that the Children's Bureau should translate the Castberg law, by saying that the bureau realizes the importance of the Norwegian legislation and expects to be able to send to the press in about two weeks a translation covering the following material:

The Children's Code of Norway, which consists of a principal law entitled "law concerning children whose parents have not formally married."

Amendments of certain supplementary laws, such as that defining the property relations of husband and wife, of June 29, 1888, amended April 10, 1915.

Amendments of the same day to the law on the dissolution of marriage (August 20, 1909).

A law on the rights and duties of parents and their legitimate children, April 10, 1915.

The law on the care of children, April 10, 1915.

The law on the supervision of children placed out, April 29, 1905.

Several decrees and orders of government departments concerned in the administration of these laws.

The above so-called children's code of Norway is contained in an annotated compilation (Barnelovene av 10 April 1915 og Pleiebarnloven av 29 April 1905—the children's laws of April 10, 1915, and the child-caring law of April 29, 1905), by G. Wiesener, chief of the Municipal Statistical Office of Bergen.

JULIA C. LATHROP.

[Chief Children's Bureau.]

Washington.

WARNING TO ADVERTISERS

TO THE EDITOR: Several days ago I wrote asking that you insert an advertisement for a social worker for this organization. I asked that it be inserted for four issues, but now I am begging you *not* to insert that ad any more. For I am simply overwhelmed with replies, and I fear that I shall be completely drowned if I receive many more replies.

Will you credit this organization with the money difference or will you return it to me? I shall be grateful for whichever you do—only don't let the ad. appear again.

I think the SURVEY is the best advertising medium that I ever knew of.

SALLY KIRBY.

[Charity Organization Society.]

Goldsboro, N. C.

DEAFENED SOLDIERS

TO THE EDITOR: It will interest the St. Louis correspondent, mentioned in your issue of July 28 [page 375] to know that steps are being taken toward caring for soldiers who may be deafened by the war. The Volta Bureau of Washington, through its magazine the *Volta Review*, is giving publicity to this matter, and at its investigation a manual for the use of such men in the study of lip-reading is being prepared. The Reconstruction Service of the Industrial Union for the Deaf of Boston is taking up this work in several of the larger cities, and the New York League for the Hard of Hearing is actively at work along the same lines.

Plans are being made to teach lip-reading to these soldiers, beginning in the hospitals as they are convalescing; the instruction will be followed up by those who understand lip-reading practice, which is a very necessary part of the instruction.

The organizations working upon this branch of reconstruction will then offer suggestions for vocational re-education or re-adjustment, as the case may be, and will urge upon those at the heads of the institutes for the re-education of war cripples the necessity of including the deafened men in their classes. Meeting places for recreation will be found, as hard-of-hearing persons are especially in need of social life to counteract the depression which almost invariably attends this handicap.

Your St. Louis correspondent is right in thinking that these men will not have proper consideration as war cripples unless the general public is brought to the realization that this handicap is really as great a one as is the loss of an arm or a leg.

ANNIE HUNTER CLARK.

[Mrs. John Peyton Clark.]

New York city.

WISCONSIN'S NIGHT LAW

TO THE EDITOR: The article, Shorter Hours for Western Working Women, in the SURVEY of August 25, misinterprets the recent order of the Industrial Commission of Wisconsin relating to night work of women.

The error is due to regarding this order as the first action taken in Wisconsin to limit the hours of labor of women. On the contrary, it supplements the women's hours of labor law enacted in 1913. Under this law the hours of labor of women in Wisconsin are limited to 10 per day and 55 per week.

Under date of June 29, 1917, the Industrial Commission entered orders, which became effective August 1, 1917, supplementing this legislation in two respects.

First, there is an order prohibiting night work in manufactories and laundries, between 6:00 P. M. and 6:00 A. M. This order does not apply to pea canneries, but it is not true that the hours of labor in pea canneries are unlimited, as your article implies. This order represents a new policy in Wisconsin. We believe it is noteworthy because it makes 6:00 P. M. the dividing line between day and night work, while other states prohibiting night work in manufacturing establishments define night work as work after 8:30 P. M. or 10 P. M.

Second, the commission made an order providing that night work in mechanical and mercantile establishments, restaurants, telegraph and telephone offices, express and transportation establishments, is to be limited to 8 hours per day and 48 hours per week. In such establishments, work on one night each week is permitted, without becoming subject to the above limitations. But if work is done after 6:30 P. M. on more than one night a week, the limitation of 8 hours per day and 48 hours per week applies, although the major portion of the work may be done during the day time. This order of the commission merely restricts the provisions of the law of 1913, as it was understood prior to a decision by the Supreme Court of this state in 1916.

The questions which the commission leaves open for further investigation are whether the permitted hours of labor per day should be reduced from 10 to 8, and whether night work should be prohibited or further restricted in any places of employment other than manufactories and laundries.

EDWIN E. WITTE.

[Secretary Industrial Commission of Wisconsin.]

Madison.

AS OTHERS SEE US

TO THE EDITOR: Elihu Root, Charles Edward Russell and many American editors after them, have been "shocked by the unfavorable accounts of American life given in that country" by the Russian immigrants who have returned to Russia after the revolution. Their critical attitude toward the country that gave them shelter from persecution is editorially explained by the assumption "that they are little acquainted with the conditions of life in this country," while on the other hand, they "know about every peace manifesto, every disloyal utterance," etc.

May I suggest that if the SURVEY for August 18 were to come into the hands of any reader in Russia, and he chanced to read the letters of Roger Baldwin, recently secretary to the St. Louis Civic League—presumably not an "anarchist" (whatever that may mean)—and of Jessie Fauset, he would come to the following conclusions:

(1) That race riots, as cruel as the anti-Jewish pogroms, have occurred in the United States.

(2) That while in Russia the pogroms were condemned by all decent citizens, in the United States the president of the American Federation of Labor publicly attempted to find mitigating circumstances for the perpetrators of the fiendish acts.

(3) That this was not an isolated outbreak of savagery, but that "what happened in East St. Louis might happen anywhere."

(4) That the police and the militia connived at the mob violence against the Ne-

groes, just as the police and the soldiery of Nicholas II connived at the pogroms against the Jews in Kishinev, Honiel, etc.

(5) That the labor leaders of East St. Louis urged the authorities to "devise a way to get rid" of the Negroes—a thing which has never happened in the labor movement of Russia, with her mixed population consisting of many races, including Mongolians and other Asiatics.

(6) That "a people whose members would snatch a baby, because it was black, from its mother's arms . . . and fling it into a blazing house, while white furies held the mother until the men shot her to death, such a people is definitely approaching moral disintegration."

(7) That municipal government in many American cities is controlled by corporations, in partnership with the politicians and the underworld—and that "it is an old story—and simple."

My suggestion, in order to counteract the evil effects of the propaganda of returning Russian immigrants, is to withdraw from the SURVEY the second-class mailing privilege, as was done with similar "anarchist" publications like the *American Socialist*, the *Masses*, etc.

By all means let us put a stop to all those disloyal utterances!

ISAAC A. HOURWICH.

Brooklyn, N. Y.

THRIFT

TO THE EDITOR: In your excellent and much-needed article on Thrift and Saving in your issue of August 4, should you not give America the credit for its most popular method of saving money, as well as one of its largest, viz., through life insurance? Some years ago the Russian minister of finance in discussing in what countries some Russian securities could be placed, replied to the suggestion of the United States, "No. All Americans invest in life insurance." It is not generally known that America has popularized and developed this institution until America carries 20 per cent more life insurance than all the countries in the world put together.

The latest figures show that probably 29,000,000 Americans are carrying 46,373,135 policies for \$24,679,312,325, for which they are paying each year \$847,983,760, and including the interest upon their own money amount to \$1,117,860,328. Some deductions should be made from these totals, because some of this insurance is carried in Canada and other parts of the world; but the deduction would not be very large in proportion.

This number of Americans laying by money not so radically but systematically, this way, probably exceeds those who have money invested in all other forms put together—bonds, stocks, savings banks, real estate and business, and is a credit to American thrift and foresight as well as to love of home. These persons have started out on a definite plan of saving a specific amount of money to be paid at a specific time, and to be laid by for a purpose usually far into the future, and this is exclusive of the more than \$150,000,000 annually paid into fraternal and beneficial organizations which perhaps do not involve so much of an element of saving, as such certificates seldom have definite values available during lifetime; but if these are included, it runs the American total up to the following figures:

Total policies or certificates.	\$55,620,685
Amount of insurance in force, including certificates.	\$34,198,684,701
Total assets represented.	5,752,320,280

Of course, the total number of policies or certificates does not represent the total number of persons carrying them, because many carry several.

The magnitude of this sum may be illustrated by the fact that there are but four nations in the world whose total wealth exceeds his principal: Americans are systematically providing for the future, for themselves or their families, in this way, in addition to the wise methods of saving through savings banks, building and loan associations, and lately by the purchase of bonds, the number of bond-holders having fortunately been increased from 200,000 or 300,000 to 4,000,000.

EDWARD A. WOODS.

[Equitable Life Assurance Society.]

Pittsburgh.

WHEN LABOR IS CHEAP

TO THE EDITOR: I have read with much interest the letters and articles appearing in the SURVEY from time to time, regarding Negro emigration. I do not know whether anyone from Georgia has addressed you on this subject or not—I do not remember reading any such communication—so I feel that a word or two from someone who has lived his span of years in the South, in both city and rural communities, can possibly add something to the many things already said about the situation both in the North and South which might be helpful.

There are two viewpoints to be taken into consideration when thinking of Negro emigrants in connection with their settlement in northern cities: First, the adjustment; and second, their readjustment. The work to which they have gone in the northern and eastern states cannot at the present time be regarded as permanent. If I am informed correctly, the majority of the Negroes have gone to or near the larger cities. The work in which they have engaged is more or less of the mushroom variety; I mean by mushroom variety, the operation of large manufacturing concerns on contracts brought about by the heavy demands created by the present war in Europe.

In considering the adjustment of the Negro emigrants it might be well to bear in mind this fact: There are two separate and distinct types of them, viz., the city type and the rural type. The rural type is by far the most ignorant, due to the lack of educational advantages in the rural districts. They have been reared upon farms, and their work has been that of farm laborers. If it is true that the majority of the emigrants are of the rural type, knowing them as I do, I can appreciate just what a tremendous task it must and will be to adjust them to the environment of the manufacturing cities of the North and East. After having seen some of the tenements and attached houses they will have to live in there, and contrasting such with the healthy cabins surrounded by their garden plots in the rural sections of the southland, one hesitates in his prognosis of what the results to them will be after passing several winters under such widely different housing and climatic conditions.

In this immediate connection I recall a recent letter from a charity organization society in an Ohio city of a half-million population. They requested the verification of the legal residence of a family of Negro emigrants numbering eleven in all. The men in the family were ill with tuberculosis, thus rendering partially dependent the entire family. The legal residence of this family was established in a rural section of north Georgia. I do not believe anything short of a complete survey of the northern and eastern cities affected by Negro emigration will reveal just how many families became dependent after arriving in their new homes, and of the number whom it became necessary to tide over breakdowns due to the change of circumstances.

It appears that the attractiveness of the wages offered was the principal power which drew the majority of the Negro emigrants

away from the South. Very little, it seems, was said to these simple, unsuspecting folk of the relative increase in the cost of living. The writer, while in one of the largest northern cities in June, 1915, inquired into the difference of the cost of living of the Negro in the North as compared with the South, and also the difference in wages paid to unskilled and semi-skilled laborers. I found that while the wages paid in the North were higher, the cost of living was correspondingly high. Since 1915 the rate of wages has greatly increased, but along in the wake of the greatly increased wage has stalked the ever-increasing cost of living.

Ever since the Civil War there has not been a time when there was not sufficient work for Negroes, both male and female, in the entire South. Anyone who is familiar with the characteristics and peculiarities of the Negroes, knows just how happy and healthy they are when engaged in agricultural occupations. Some of the successful farmers of the South are Negroes, and thousands of acres of farm land are owned by them in the southern states. A banker, who knew the Negro family mentioned above, in response to a letter of inquiry as to the advisability of returning them to their home country, wrote as follows: "As to the work they might find to do in the vicinity, there is plenty of it, as has always been, if they will do the work."

The city type of Negro emigrant will be much more easily adjusted to their new environment, because the work he will engage in in his new environment is similar in many respects to that in which he engaged in his former environment. He, like his rural brother, however, will be greatly handicapped by the climatic change as well as the change in living conditions which he must undergo. The labor market in the South is largely like that of the North; shortage of work during the past has usually affected both alike. At the present time, in fact, for the last ten years, barring the severe unemployment situation of the winter of 1914, there has been plenty of work for the Negroes in the many and varied manufacturing industries of the South.

As both North and South have faced the results of Negro emigration and have been forced to effect the best possible adjustment of the situation brought on by their migratory flight, so also will both North and South have to undergo a process of readjustment before we have finished with this problem. Whether we think so now or not, wars have a peculiar manner of ending, and sometimes rather abruptly. Sooner or later the present war will end, the tremendous demand for colored labor in the North will cease, and then—what? Those of us who are thinking at present in terms of social readjustment, are faced with the old adage reversed, "In time of war, prepare for peace."

I do not think the demand for colored labor in the North will entirely cease at the end of the war. Northern manufacturing industries will come in for their share of the contracts for materials to be used in the reconstruction of devastated Europe, and will be able to absorb permanently a part of the colored labor so recently come to them. There will be, however, a residuum, probably 50 per cent, of which some permanent disposition will have to be made.

Georgia, along with other southern states, will harvest a bumper crop this year. This crop was planted and will be harvested without the aid of the thousands of Negro laborers who left us. The agricultural districts have been able so far to adjust themselves to the enforced labor shortage.

When the war shall cease and the northern and eastern labor markets find themselves more or less glutted with colored la-

bor; when those best fitted to remain are retained and the rest summarily dismissed, what then will become of the residuum, the unfit percentage? Just after that unspeakable race riot in East St. Louis, Ill., a gentleman from Mississippi agreed to charter a steamboat and return one thousand Negroes to the plantations along the Mississippi river. I do not know whether this offer was ever accepted or not, but had it been accepted and this thousand returned, I am wondering if they, along with the other thousands of these simple tillers of the soil, who sooner or later will drift back to their native heath, will return to the little cabins in the clearings as sound in body and as happy as when they left, and with the perpetual song upon their lips, as is their wont?

To those of us who understand and appreciate the southern darkies, a great pity is in our hearts for those who were enticed away from their homes by rosy-hued promises of big wages. We deplore the fact that they have been made mere pawns to be moved about at will on the board of war-time industry.

BOYCE M. EDENS.

[Assistant Secretary Associated Charities]
Atlanta.

JOTTINGS

AMONG the banners carried in the Americanization demonstration under the auspices of the St. Louis Chamber of Commerce were the following: Birth an Accident, Citizenship a Choice; Italians by Birth, Americans by Choice; We Came from Syria, but Now We Are Americans.

FOURTEEN white and nineteen colored citizens of Cincinnati make up the Negro Civic Welfare Committee, appointed by the Cincinnati Council of Social Agencies. Immediate attention will be given to housing, migration, and working girls.

FAYETTE county, Kentucky (the city of Lexington and its environs), has raised \$3,000 more than the \$55,000 required to pay for the buildings of its tuberculosis sanitarium. Popular vote two years previously authorized the sanitarium, but expenditures for roads used up the county funds, and rather than wait indefinitely, the citizens decided to raise the money by contribution.

ALMOST a half-million women of New York city and more than 900,000 in the state have signed statements asking for the vote. At the convention last week of the state Woman Suffrage Party addresses and cordial letters were received from men prominent in both political parties, including President Wilson, Governor Whitman and Mayor Mitchel. New York votes on the suffrage amendment in November, and Maine in September.

THE annual convention of the Central States Cooperative Society, a federation of about fifty cooperative stores, will be held at Staunton, Ill., September 10. The main subjects under discussion will be the unification of the American cooperative movement and the establishment of central buying. It is expected that a wholesale society will result from this convention.

INCREASE of Negro prisoners in the Cleveland workhouse from 9 per cent of the total

to 57 per cent in the course of the year ending August 7, during which period the white prisoners decreased by more than 50 per cent, is one of the findings of the Committee on Urban Conditions Among Negroes, recently organized by the Cleveland Welfare Federation. The large number of Negroes is said to be due to the large Negro migration from the South, including many who have had records in their former homes; to lack of proper housing and recreation; to ignorance of northern customs and laws; and to a cumbersome probation system. The last three factors are evidenced in the fact that most of the Negro prisoners are locked up on minor charges. The new committee will concentrate its immediate efforts on the provision of adequate housing and lodgings, on probation work and on safeguarding Negro girls. The chairman is Elbert H. Baker.

ROBERT S. SPEAR, secretary of the Presbyterian Board of Foreign Missions, is to be chairman of the war commission of the Federal Council of the Churches of Christ in America, which will consist of one hundred leading clergymen and laymen from all parts of the United States and of all Protestant denominations.

DR. WILLIAM J. ROBINSON, editor of the *Critic and Guide*, sends the first issue of a new magazine, *A Voice in the Wilderness*, in which he very kindly recommends the *SURVEY*, along with the *New Republic*, the *New York Evening Post*, the *Public*, and half a dozen other periodicals as "those few courageous papers who have not lost their sanity, their humanity, and their sense of fairness and decency." The new magazine is political and individualistic. The chief contribution (Apologies! The editor apparently has written the whole issue himself) in the first number is a long open letter to President Wilson in defense of free speech, of an early peace, of the conscientious objector. The magazine is outspokenly critical and favors the immediate repeal of the draft law. It is published monthly at 12 Mount Morris Park, West, New York city, for 15 cents a copy, one dollar a year.

THE War Relief Clearing House for France and Her Allies, established soon after the outbreak of the war, has been closed and the Red Cross, against the opposition of some of the independent war relief charities, has succeeded in monopolizing all the work of material distribution in France and Belgium. "In order to secure the greatest efficiency, it has been found necessary to place the administration of the new organization on a strictly military basis and to vest in it full discretion with respect to distribution of relief supplies in France." In other words, independent relief agencies are no longer able to secure cargo space and are advised to direct the hospitals, orphanages, etc., to whom they have been accustomed to ship supplies, to apply to the Red Cross for France and Belgium for a supply of needed articles from its warehouses. Such applications will be met in the order of relative urgency, as judged by the Red Cross representatives. The council of independent war charities recently formed has, so far, taken no action upon this new development, but it is understood that several of them will refuse to fall in with the Red Cross plan and endeavor to secure shipping facilities by direct negotiation with the French government.

FRANCE'S losses at home, through the death of infants and children, together with a hirth-rate for last year estimated at only 8 per 1,000, against a death-rate of perhaps 20 per 1,000 (exclusive of death from military causes), has led to the appointment of a Red

Cross commission to look into the situation on the ground and to recommend ways in which this country can help. The work is financed by Mrs. William Lowell Putnam, of Boston. The head of the commission is Dr. William P. Lucas, professor of pediatrics at the University of California. Associated with him are Dr. J. Morris Slemmons, of the Yale Medical School; Dr. Julius Parker Sedgwick, of the University of Minnesota; Dr. N. O. Pearce, of Cloverton, Minn.; Dr. John C. Baldwin, of Pittsburgh; Dr. Clain F. Gelston, assistant to Dr. Lucas at California; and the following, described in the announcement as "experts in sociology and child-welfare work": Mrs. Slemmons, wife of Dr. Slemmons; Mrs. Lucas, wife of Dr. Lucas; Elizabeth Ashe, head resident of Neighborhood House, San Francisco; and Rosamond Gilder, daughter of the late Richard Watson Gilder, the poet.

THE second Pan-American Congress on Child Welfare will be held in Montevideo, the capital of Uruguay, March 17-24, 1918. The executive committee, of which Dr. Luis Morquio, a pediatricist of Montevideo, is chairman, extends a cordial invitation to all societies and persons interested to become members and, if possible, to attend. Four sections have been arranged—sociology and legislation, education, hygiene and medicine. In each country of the three Americas a committee has been authorized to enroll members, secure papers, draft resolutions, and take charge of the local affairs of the congress. Julia C. Lathrop is chairman of the committee for the United States, and Edward N. Clopper, 105 East 22 street, New York city, is secretary.

WHAT sociologists may do toward solving the problems of the present war situation—a symposium in the July issue of the *American Journal of Sociology*—includes the following by E. L. Talbert, of the University of Cincinnati: "As a practical expedient to counteract the bombardment which emanates from the newspapers and other agencies which build up unconscious social attitudes, I suggest that sociologists make special effort to extend the circulation and influence of the periodicals which stand for analyses of social causation and impartial interpretation of changing situations. I refer to publications such as the *SURVEY* and the *New Republic*, as well as to the more academic journals of the social sciences."

THE Richmond School of Social Economy, for the training of both social workers in the narrower sense, and of public health nurses, will open on October 1 with the cooperation of the state and local agencies, whose executive officers will take part in the teaching. Hitherto the South has of necessity depended for its trained social workers on outsiders, whose interests were in their former homes, or on southern students sent to the northeastern and middle-western schools, many of whom never returned because of the higher salaries offered elsewhere. The Richmond school hopes to overcome this situation, beginning with Virginia, but gradually extending its influence over the whole South, and to serve, moreover, as a demonstration of the value and necessity of trained service. This is especially needed in the public health field, it is stated, for few southern nurses have had social training. The choice of Richmond is pointed out as especially happy in this connection, as the nursing service of its Department of Health and its Instructive Nursing Service offer field work of the first rank. The director of the school is Henry H. Hibbs, Jr., a southerner, a graduate of Columbia, and for two years a fellow in the Boston School for So-

cial Workers. His assistant is Loomis Logan, formerly a district agent of the Associated Charities of Birmingham and executive secretary of the society at Lawrence, N. Y. She, too, is a southerner, who has taken work in the New York School of Philanthropy.

AFTER months of wrangling, the state legislature of New York passed a Food Control Bill which provides for the creation of a commission of three members, to be appointed by the governor, and to serve without salary. The principal business of the commission will be to discover and report to the federal authorities any hoarding, destruction, waste, monopolization or interference with distribution of foods, feeds, seed, fuel oil, fertilizer or tools, utensils and implements required for the production of these necessities. If the federal food administration in such case does not take action within three days, the state commission is empowered to proceed directly against the offender, for instance to seize and sell at public auction hoarded foods and pay the original owner the proceeds of the sale less the cost of legal proceedings. Following federal legislation in this respect, also, the commission is empowered to license food manufacturing plants and warehouses and to make rules for their conduct, violation of which would lead to suspension of the license. It is authorized, further, to compel common carriers to give preferential treatment to the necessities named. Its permission is required by the municipalities in the state for the purchase and retail sale of food and fuel, whether for the purpose of relieving distress or that of stabilizing prices.

THROUGH cooperation with village solicitors and mayors, the Committee on City Plan of the Cleveland Chamber of Commerce has secured since last April the adoption in 17 out of 27 villages in Cuyahoga county, of a uniform ordinance governing the laying out of new subdivisions. Inasmuch as the three cities in Cuyahoga county outside of Cleveland have adopted housing codes practically identical with Cleveland's, all the territory contiguous to Cleveland, certain to be annexed sooner or later, is now protected by regulations which will ensure essential uniformity in development. The ordinance calls for highways 100 feet wide, secondary highways 80 feet wide, no street less than 40 feet, and no alley less than 20. The committee is about to give a certificate and place a bronze tablet on the best factory, the best apartment and the best commercial building of three stories or less erected in 1916. Scores of the buildings are based on percentages assigned to the following points: 1. aesthetic value—simplicity, proportion, artistic and practical use of inexpensive materials, adaptability of building to site and neighborhood; 2. adaptation of space to use-plan; 3. sanitation—fire safety, light, ventilation, provision for economic and thorough cleaning.

TRAINING in Red Cross civilian relief work in Cleveland is given to classes of fifteen members for periods of six weeks each by Helen M. Hanchette, educational secretary of the Associated Charities, under the direction of the School of Applied Social Sciences of Western Reserve University. A similar class is being organized by a committee of the Junior League of Cleveland, of which Mrs. Paul C. Root is chairman. Service to the Civilian Relief Department of the Red Cross by the Visiting Nurse Association has been put on a full-pay basis, equivalent to that furnished to various factories and to the Metropolitan Life Insurance Company. The charge of seventy-five cents for each

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We have just been formally asked by the Mayor's Defense Committee to undertake the training of whole-time professional workers to be utilized in its Americanization campaign and to organize in addition a course of training for about 200 regularly enrolled volunteers.

This call upon the Training School for Community Workers stamps its achievements with the

highest mark of civic approval. But more important is the fact that this co-operation with the Mayor's Committee will make it possible for us to secure as lecturers and instructors for the coming year the foremost specialists in all lines of community work, thus enriching our course and extending the opportunities of our graduates in a way we could not have offered under ordinary circumstances.

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visit not exceeding an hour in length is based on the actual expense.

ENQUIRIES made in the different training camps show that the taste in movies is exactly the same in the four military departments. "The men don't want sob stuff. They do not want pictures of home, mother and heaven. At the same time they do not like pictures depicting the soldier as being especially heroic or patriotic. They like romances, real war pictures, and farces. In fact, they are working hard and want entertainment." The National War Council of the Y. M. C. A. has arranged with the Community Motion Picture Bureau for the presentation of eight million feet of film per week, to render 1,126 programs weekly in 343 cantonments, camps and posts.

CUSTOMARY city grants to the private charities of Lexington, Ky., are held up by the mayor because of an injunction entered by Mrs. Desha Breckenridge, a director of the Associated Charities, against the payment of \$720 (\$60 monthly) appropriated to the Salvation Army for relief work, emergency home and hospital dispensary. The Salvation Army promised that all the money spent for relief would go into relief and not into "overhead." Members of the city council expressed their approval of the principle of "doing charity at once, without investigation." Mrs. Breckenridge alleged that the Salvation Army's relief work was not necessary and was subordinate to its religious work, that all Lexington's needs for an emergency home are cared for by the police and the Associated Charities, that dispensary facilities are provided by the Public Health Nursing Association, and that the city could not rightfully pay over funds to an organization which was directed from outside the city and state and which turned over a part

of its funds to that outside authority. One result, apparently, of a matter still unsettled, will be a survey of charitable work, for which the council has appropriated \$1,000. The American Association for Organizing Charity has been asked to undertake it.



Pamphlets are listed once in this column without charge. Later listing may be made under CURRENT PAMPHLETS (see page 515, last column).

CIVICS AND RECREATION

A MAYOR, A BOARD OF DIRECTORS AND A CITY MANAGER. A PLAN OF ORGANIZATION FOR NEW YORK CITY. Suggestions of Charter Changes by Henry Bruere. May, 1917.

A MAJOR STREET PLAN FOR ST. LOUIS. The City Plan Commission, St. Louis, Mo., May, 1917.

PROBLEMS OF ST. LOUIS. City Plan Commission, St. Louis, Co. Harland Bartholomew, engineer.

CRIME

COUNTY JAILS. By Hastings H. Hart. An address delivered before the County Government Association of New York State, Syracuse, December 15, 1916.

NATIONAL COMMITTEE ON PRISONS AND PRISON LABOR. Broadway and 116 street, New York City. Price 10 cents.

EDUCATION

CORRESPONDENCE-STUDY DEPARTMENT, 1917-1918. Bulletin No. 6. University of Chicago Press, Chicago.

THE STATEWIDE WORK OF THE OREGON SOCIAL HYGIENE SOCIETY. Pamphlet No. 25—For the public. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

WHEN AND HOW TO TELL THE CHILDREN. Pamphlet No. 3—For parents. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

BOOKS ON SEX EDUCATION FOR USE IN THE FAMILY. Circular No. 5. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

SELECTED LIST OF BOOKS FOR TEACHERS. Circular No. 6. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

VIGOROUS MANHOOD. Circular No. 8—For older boys (boys 13 to 18 years of age). The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

THE SCHOOL TEACHER AND SEX EDUCATION. Circular No. 17—For teachers. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

HOW ONE BOY WAS INSTRUCTED IN SEX MATTERS AND WHAT HAPPENED. Pamphlet No. 18—For parents and other adults. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

THE MINISTER AND SEX EDUCATION. Pamphlet No. 26. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

FACTS REGARDING THE SEX EXPERIENCE OF BOYS. Pamphlet No. 27—For parents and teachers. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

KEEPING FIT (Illustrated). Pamphlet No. 29—For young men and boys. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

INDUSTRY

SAFEGUARDING OF A GOLD DREDGE. Bulletin No. 5. Issued by the Industrial Accident Commission of the State of California, in cooperation with the U. S. Bureau of Mines, 525 Market street, San Francisco.

ORGANIZING AND CONDUCTING SAFETY WORK IN MINES. By Herbert M. Wilson and James R. Fleming. Technical Paper No. 103. Department of the Interior, Bureau of Mines, Washington, D. C.

A MORE EFFICIENT PLAN FOR THE HANDLING OF LESS THAN CARLOAD FREIGHT ON THE PENNSYLVANIA RAILROAD. July 1, 1917. W. W. Atterbury, vice-president in charge of operation. The Pennsylvania Railroad Company, Broad Street Station, Philadelphia.

REPORT OF SURVEY COMMITTEE TO THE DALLAS WAGE COMMISSION. April 25, 1917. Dallas, Texas.

INTERNATIONAL

ASIA'S APPEAL TO AMERICA (revised edition). An address by Sidney L. Gulick, of the Federal Council of the Churches of Christ in America, 105 East 22 street, New York city. 5 cents.

PREPARATION FOR SOCIAL WORK

The New York School of Philanthropy will register students September 20-26 for its two-year course.

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The First Year

SOCIAL WORK IN WAR TIME. *Edward T. Devine*

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FAMILY WELFARE. }

CHILD WELFARE. *Henry W. Thurston.*

INDUSTRIAL CONDITIONS. *John A. Fitch*

SOCIAL AND LIVING CON- } *Kate H. Claghorn*
DITIONS. }

STATISTICAL METHODS. }

THE IMMIGRANT.

*TYPES OF SOCIAL WORK. Various lecturers
HYGIENE AND DISEASE. *Haven T. Emerson, M.D., and James Alexander Miller, M.D.*

EDUCATION AND RECREATION. *Walter W. Pettit*

CRIME AND PUNISHMENT. *George W. Kirchoff and Orlando F. Lewis*

THE LAW IN SOCIAL WORK. *David H. M. Pyle*

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The second year permits a wide range of specialization adapted to individual interests. In addition to field work and seminar in the field of special interest, the following courses will be offered:

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STUDIES IN BEHAVIOR. *Henry W. Thurston*

SOCIAL POLITICS. *Sydney D. M. Hudson*

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DOCUMENTS ON AMERICAN ORIENTAL RELATIONS—TO THE PRESIDENT AND CONGRESS OF THE UNITED STATES OF AMERICA—CONVEYED BY A COMMITTEE APPOINTED BY THE FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA AND THE AMERICAN COUNCIL OF THE WORLD ALLIANCE FOR PROMOTING INTERNATIONAL FRIENDSHIP THROUGH THE CHURCHES. Copies of this document may be secured from Rev. Sidney L. Gulick, 105 East 22 street, New York city.

AN ADDRESS TO THE CONGRESS OF THE UNITED STATES. By Hannis Taylor. (Involving a Grave Question of Constitutional Law.) Washington, D. C.

HEALTH

DIAGNOSTIC STANDARDS IN TUBERCULOSIS. Community Health and Tuberculosis Demonstration, Framingham, Mass. (June, 1917.)

PERTUSSIS VACCINE. By Paul Luttinger, M. D. No. 57. June, 1917. Department of Health, New York city.

DIAGNOSIS AND TREATMENT OF TRACHOMA. By William Merle D'Auhigne Carhart. No. 59. June, 1917. Department of Health, New York city.

THERAPEUTIC VALUE OF PERTUSSIS VACCINE IN WHOOPING COUGH. By Anna I. Von Sholly, M. D., and Luella Smith. No. 56. April, 1917. Department of Health, New York city.

PUBLIC HEALTH AS A SOCIAL MOVEMENT. By Irving Fisher, Yale University, New Haven, Conn. No. 95. National Conference of Social Work, 315 Plymouth Court, Chicago. Price 12 cents.

ECONOMY IN DIET. By Graham Lusk, Professor of Physiology, Cornell University Medical College, N. Y. No. 94. National Conference of Social Work, 315 Plymouth Court, Chicago. Price 12 cents.

HEALTH IN WAR AND PEACE. By C.-E. A. Winslow, Professor of Public Health, Yale School of Medicine, New Haven, Conn. No. 91. National Conference of Social Work, 315 Plymouth Court, Chicago. Price 8 cents.

REPORTS OF TEN-YEAR SURVEY COMMITTEE ON THE WORK OF THE MASSACHUSETTS COMMISSION FOR THE BLIND (1906-1916). Massachusetts Association for Promoting the Interests of the Blind.

SEX DISEASES. Pamphlet No. 21. For adults. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

MASTURBATION. Pamphlet 22. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

A REASONABLE SEX LIFE FOR A MAN. Pamphlet No. 23. For young men. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

ENGAGEMENT AND MARRIAGE. Pamphlet No. 24. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

PUBLIC HEALTH NURSING AND THE WAR. By Mary E. Lent, associate secretary, National Organization for Public Health Nursing, New York. No. 89. Conference of Social Work, 315 Plymouth Court, Chicago. 8 cents.

THE CONQUEST OF POVERTY. By Frederic Almy, Buffalo. No. 85. National Conference of Social Work, 315 Plymouth Court, Chicago. Price 10 cents.

THE NEED FOR SEX EDUCATION. Pamphlet No. 1. For the public. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

THE FOUR SEX LIES. Circular No. 2. For young men. The Oregon Social Hygiene Society, Portland, Ore. Single copy free.

HEALTH ESSENTIALS FOR RURAL SCHOOL CHILDREN. J. H. Berowitz, Special Investigator, 105 East 22 street, New York city. Proposed by the Joint Committee on Health Problems in Education of the National Council of the National Education Association and of the Council on Health and Public Instruction of the American Medical Association, 525 West 120 street, New York city.

LIVELIHOOD

NEW YORK STATE BOARDS OF CHILD WELFARE. Proceedings of the First State Conference, held

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at Utica, N. Y., January 31, 1917. Melvin Gilbert Dodge, publisher, Utica, N. Y. (Asked to list this as pamphlet)

FOOD ECONOMY FOR THE HOUSEWIFE. Bulletin No. 3. Published by the Library of the State College of Washington, Pullman, Wash. Price 25 cents. Home Economic Series No. 1. (Bibliography.)

FOOD THRIFT. Bulletin of the Board of Education. Vol. II, No. 5-A, Whole No. 11, Department of University Extension. The Commonwealth of Massachusetts

A PLAN FOR CO-ORDINATED CONFERENCES ON CHILD WELFARE. By W. S. Reynolds, superintendent of the Illinois Children's Home and Aid Society, Chicago, No. 86. National Conference of Social Work, 315 Plymouth Court, Chicago. Price, 8 cents.

MISCELLANEOUS

A COMPREHENSIVE IMMIGRATION POLICY AND PROGRAM (Revised Edition). By Rev. Sidney L. Gulick, 105 East 22 street, New York city. 5 cents.

NATIONAL CONFERENCE OF SOCIAL WORK (formerly National Conference of Charities and Correction). Business Transactions, 44th Annual Meeting, Pittsburgh, Pa., 1917. Secretary William T. Cross, 315 Plymouth Court, Chicago.

PUBLIC OPINION—UNIVERSAL PEACE, by William Thum, California Review, July, 1917.

ELIMINATION OF UNNECESSARY NOISES. Civic Club of Allegheny County, 608 Keenan Building, Pittsburgh, Pa.

PETITION TO THE COMMITTEE ON FINANCE OF THE SENATE OF THE UNITED STATES RESPECTING WAR REVENUE BILL, H. R. 4280. National Industrial Conference Board, 15 Beacon street, Boston July 23, 1917.

PROCEEDINGS OF THE FOURTH ANNUAL CITY AND TOWN PLANNING CONFERENCE OF MASSACHUSETTS PLANNING BOARDS. (November 23-24, 1916.) Bulletin No. 6, June, 1917. The Commonwealth of Massachusetts. Homestead Commission. Henry Sterling, secretary.

THE NEED OF CONSTITUTIONAL AMENDMENTS. Bulletin No. 4, July, 1917. Massachusetts Federation of Planning Boards. Arthur C. Comey, secretary, Cambridge, Mass

HOME DECORATION. The Hampton Normal and Agricultural Institute, Hampton, Va., 1917.

DRYING FRUITS AND VEGETABLES. By Charles K. Graham, director of Agriculture, Hampton Institute. Vol. VII. Supplement to No 11

AMERICAN AUTHORS' BIRTHDAYS—PROGRAMS AND MATERIALS. Vol. VII, No. 12. The Hampton Normal and Agricultural Institute, Hampton, Va.

THE PENSION PROBLEM AND THE PHILOSOPHY OF CONTRIBUTIONS. By Paul Studensky. Bureau of Municipal Research, New York city.

WAR RELIEF IN CANADA By Helen R. Y. Reid, director and convener, Ladies' Auxiliary of the Canadian Patriotic Fund, Montreal, Can. No. 88. Conference of Social Work, 315 Plymouth Court, Chicago Price 12 cents.

SOCIAL PROBLEMS OF THE WAR. By Edward T. Devine, director New York School of Philanthropy. No. 87. National Conference of Social Work, 315 Plymouth Court, Chicago. Price 10 cents.

PERIODICALS

Fifty cents a line per month; four weekly insertions; copy unchanged throughout the month.

A. L. A. Book List; monthly; \$1; annotated magazine on book selection; valuable guide to best books; American Library Association, 78 East Washington St., Chicago.

American Red Cross Magazine; monthly; \$2 a year; Doubleday, Page & Co., publishers, New York.

American Journal of Public Health; monthly; \$3 a year; 3 months' trial (4 months to STRVEY readers), 50 cents; American Public Health Association, 126 Massachusetts Ave., Boston.

Better Films Movement; Bulletin of Affiliated Committees; monthly; \$1 a year; 10 cents an issue; information about successful methods. Address Natl. Com. for Better Films or Natl. Bd. of Review of Motion Pictures, 70 Fifth Ave., New York.

The Child Labor Bulletin; quarterly; \$2 a year; National Child Labor Committee, 105 East 22 street, New York.

The Club Worker; monthly; 30 cents a year; National League of Women Workers, 35 East 30 St., New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher, 70 Fifth Ave., New York.

The Journal of Home Economics; monthly; \$2 a year; foreign postage, 35c. extra; Canadian, 20c.; American Home Economics Association, 1211 Cathedral St., Baltimore, Md.

The Journal of Negro History; quarterly; \$1 a year; foreign subscriptions 25 cents extra; concerned with facts not with opinions; Association for Study of Negro Life and History, 1216 You St., N. W., Washington, D. C.

Life and Labor; \$1 a year; a spirited record of the organized struggle of women, by women, for women in the economic world. Published by The National Women's Trade Union League, Room 703, 139 North Clark street, Chicago.

Mental Hygiene; quarterly; \$2 a year; National Committee for Mental Hygiene, 50 Union Square, New York.

National Municipal Review; monthly; \$5 a year; authoritative, public spirited, constructive; National Municipal League; North American Bldg., Philadelphia

The Negro Year Book; an annual; 35c. postpaid; permanent record of current events. An encyclopedia of 41 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full index. Published under the auspices of Tuskegee Institute, Tuskegee, Ala.

The Playground Magazine; monthly; \$2; Recreation in Industries and Vocational Recreation are discussed in the August *Playground*. Problems involved in laying out playgrounds are taken up in detail by A. E. Metzdorf, of Springfield, Mass. Price of this issue \$.50. Playground and Recreation Association of America, 1 Madison Ave., New York.

Proportional Representation Review; quarterly; 40 cents a year. American Proportional Representation League, 802 Franklin Bank Bldg., Philadelphia.

Public Health Nurse Quarterly; \$1 a year; national organ for Public Health Nursing, 600 Lexington Ave., New York.

Social Hygiene; a quarterly magazine; \$2 per year; *The Social Hygiene Bulletin;* monthly; \$.25 per year; both free to members; published by the American Social Hygiene Association, 105 W. 40 St., New York.

Southern Workman; monthly; illustrated; folk song, and corn club, and the great tidal movements of racial progress; all in a very human vein; \$1 a year; Hampton Institute, Hampton, Va.

The Survey; once a week. \$3; once a month. \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

CURRENT PAMPHLETS

[Listings fifty cents a line, four weekly insertions, copy unchanged throughout the month]

ATHLETICS FOR ELEMENTARY SCHOOL GIRLS. By Ethel Rockwell, Supervisor and Director Girls' Gymnasium, Public Schools, Kalamazoo, Michigan. Price Fifteen Cents. Playground and Recreation Association of America, 1 Madison avenue, New York city.

NEW NATIONAL CONFERENCE PAMPHLETS

No. 92 **RURAL SOCIAL WORK.** William T. Cross (8 cents).

No. 95 **PUBLIC HEALTH AS A SOCIAL MOVEMENT.** Irving Fisher (12 cents).

No. 96 **THE BEARING OF PSYCHOLOGY ON SOCIAL CASE WORK.** William Healey, M. D. (8 cents).

No. 97 **INTENSIVE AND CONSTRUCTIVE JOURNALISM IN HEALTH EDUCATION; AN EXAMPLE.** C. E. Terry, M. D. (8 cents).

No. 98 **THE RELATIONS OF FOOD ECONOMICS TO THE NUTRITIVE VALUE OF THE DIET.** Lucy H. Gillet (6 cents).

No. 99 **THE PUBLIC HEALTH PROGRAM OF THE PRESENT DAY.** William Charles White, M. D. (8 cents).

No. 100 **THE AFFORTIONMENT OF THE HEALTH BUDGET.** Franz Schneider, Jr. (8 cents).

No. 101 **THE POSSIBILITIES AND LIMITATIONS OF SPECIAL TAXATION OF LAND.** Arthur N. Young (8 cents).

No. 102 **THE SIGNIFICANCE TO THE CITY OF ITS LOCAL COMMUNITY LIFE.** Mary E. McDowell (6 cents).

No. 103 **POSSIBILITIES AND OPPORTUNITIES OF FEDERATION, OR COUNCILS OF SOCIAL AGENCIES.** Sherman C. Kingsley (8 cents).

No. 104 **THE NEGRO AND THE NEW ECONOMIC CONDITIONS.** R. R. Moton (6 cents).

No. 105 **FINANCING CHARITIES IN WAR TIME.** Samuel McCune Lindsay (6 cents).

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No. 108 **A BUSINESS MAN'S CRITICISM OF THE PRESENT ORGANIZATION OF SOCIAL SERVICE.** Fred A. Geier (6 cents).

No. 109 **MOBILIZING THE CHURCHES FOR COMMUNITY SERVICE.** Rev. Roy B. Guild (8 cents).

No. 110 **AGENCIES OF SOCIALIZING THE RURAL MIND.** Professor Ernest R. Groves (8 cents).

No. 111 **THE RELATIVE VALUE OF PREVENTION AND TREATMENT OF ALCOHOLISM.** H. W. Mitchell, M. D. (8 cents).

No. 112 **DISTRIBUTIVE CO-OPERATION.** James Ford (6 cents).

No. 113 **THE INSTITUTIONAL CARE OF THE INJURED.** I. L. Nascher, M. D. (8 cents).

No. 114 **THE IDEALS OF FINANCIAL FEDERATION.** Fred R. Johnson (6 cents).

No. 115 **COMMUNITY ORGANIZATION FOR MENTAL HYGIENE.** Owen Copp, M. D. (8 cents).

No. 116 **RECENT PROGRESS IN DETERMINING THE NATURE OF CRIME AND THE CHARACTER OF CRIMINALS.** Bernard Glueck, M. D. (10 cents).

No. 117 **SOME MENTAL PROBLEMS AT SING SING.** Bernard Glueck, M. D. (6 cents).

No. 118 **THE CITY AND ITS LOCAL COMMUNITY LIFE.** Robert A. Woods (6 cents).

No. 119 **THE DESIRABILITY OF MEDICAL WARRENS FOR PRISONS.** E. E. Southard, M. D. (8 cents).

No. 120 **ZONES OF COMMUNITY EFFORT IN MENTAL HYGIENE.** E. E. Southard, M. D. (8 cents).

Order by number. Send remittance with order. Address National Conference of Social Work, 315 Plymouth Court, Chicago.

PAMPHLETS ON TUBERCULOSIS

TUBERCULOSIS DISPENSARY METHOD AND PROCEDURE. By F. Elisabeth Crowell. A pamphlet showing how to establish and conduct a tuberculosis clinic. Price twenty-five cents.

TUBERCULOSIS HOSPITAL AND SANATORIUM CONSTRUCTION. By Thomas S. Carrington, M.D. An illustrated handbook with detailed plans for architects and others interested in the construction of tuberculosis hospitals and sanatoria. Price sixty-two cents postpaid.

WORKINGMEN'S ORGANIZATIONS IN THE ANTI-TUBERCULOSIS CAMPAIGN. A study, with suggestions on the utilization of workingmen in the campaign against tuberculosis. Price twenty cents.

Order from The National Association for the Study and Prevention of Tuberculosis, 105 East 22 street, New York.

PUBLIC SCHOOLS ATHLETIC LEAGUE. Playground and Recreation Association of America, 1 Madison avenue, New York city. Price Fifteen Cents.

Classified Advertisements

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WANTED—Position as matron in convalescent home or child-caring institution. Experienced. Address 2570 SURVEY.

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SINGLE MAN, thirty-three years old, several years' experience as business manager of institution, would like position as superintendent or assistant. Address 2586 SURVEY.

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WANTED—Young woman as resident assistant in Jewish Settlement, New York City. Address 2572 SURVEY.

WANTED by Jewish settlement in New York City a boys' worker who understands athletics. Address 2585 SURVEY.

EXPERIENCED worker to direct evening clubs in settlement house. Address 2587 SURVEY.

THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

SURVEY

ASSOCIATES
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KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corresponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your community or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall endeavor to get your inquiry into the right hands.

WARTIME SERVICE

"HOW the SURVEY can serve" was the subject of an informal conference held early in April, in our library, to which we asked the executives of perhaps twenty national social service organizations. The conference was a unit in feeling that as a link between organized efforts, as a means for letting people throughout the country know promptly of needs and national programs—how, when and where they can count locally—the SURVEY was at the threshold of an opportunity for service such as has seldom come to an educational enterprise.

The development of this directory is one of several steps in carrying out this commission. The executives of these organizations will answer questions or offer counsel to individuals and local organizations in adjusting their work to emergent wartime demands.

SUBJECT INDEX

Americanization, NLIL.
Birth Registration, AASPIM.
Blindness, NCPB.
Cancer, ASCC.
Central Councils, AAOC.
Charities, NCSW.
CHARITY ORGANIZATION
Amer. Assn. for Org. Charity.
Russell Sage Fdn., Ch. Org. Dept.
Charters, NML, SBO.
CHILD WELFARE
Natl. Child Labor Com.
Natl. Child Welf. Exhibit Assn.
Natl. Kindergarten Assn.
Russell Sage Fdn., Dept. of Child Helping.
Child Labor, NCLC, AASPIM, NCSW, PRAA.
CHURCH AND SOCIAL SERVICE
(Episcopal) Jt. Com. on Soc. Ser., PEC.
(Federal) Com. on Ch. and Soc. Ser., FCCCA.
(Unitarian) Dept. of Soc. and Pub. Ser., AUA.

CIVICS

Am. Proportional Representation Lg.
Natl. Municipal League.
Short Ballot Org.
Survey Associates, Civ. Dept.
Civilian Relief, ARC.
Clinics, Industrial, NCL.
Commission Government, NML, SBO.
Community Organization, AISS.
Conservation, CCHL.
[of vision], NCPB.
Clubs, NLWW.
Coordination Social Agencies, AADC, AISS.
Correction, NCSW.

COUNTRY LIFE

Com. on Ch. and Country Life, FCCCA, ARC.
Crime, SA.
Disfranchisement, NAACP.

EDUCATION

Amer. Library Assn.
Natl. Kindergarten Assn.
Russell Sage Fdn., Div. of Ed.
Survey Associates, Ed. Dept., HI.
Electoral Reform, NML, TI, APKL.
Eugenics, ER.
Exhibits, AASPIM, NCPB, NYSHS.
Fatigue, NCL.
Feeble-mindedness, CPFM, NCMH.

FOUNDATIONS

Russell Sage Foundation
Franchises, NML.

HEALTH

Amer. Pub. Health Assn.
Amer. Assn. for Study & Prev'n't'n Inf. Mort.
Amer. Social Hygiene Assn.
Amer. Soc. for Cont. of Cancer.
Amer. Red Cross.
Campaign on Cons. of Human Life, FCCCA.
Com. of One Hund. on Natl. Health.
Com. on Prov. for Feeble-minded.
Eugenics Registry.
Natl. Assn. for Study and Prev't. Tuberculosis.
*Natl. Com. for Ment. Hygiene.
Natl. Com. for Prev. of Blindness.
Natl. Org. for Public Health Nursing.
Natl. Soc. Hygiene Assn.
New York Social Hygiene Society,
NCSW, NCWEA,
Survey Associates, Health Dept.
Health Insurance, AALL.
History, ASNHL.
Home Economics, AHEA.
Home Work, NCL, NCLC.
Hospitals, NASPT.
Idiocy, CPFM.
Imbecility, CPFM.

IMMIGRATION

Council of Jewish Wom., Dept. Im. Aid.
Natl. Lib. Im. League, NFS, TAS.
Industrial hygiene, APHA.

INDUSTRY

Amer. Assn. for Labor Legislation.
Natl. Child Labor Com.
Natl. Consumers League.
Natl. League of Wom. Workers.
Natl. Wom. Trade Union League.
Russell Sage Fdn., Dept. Ind. Studies.
Survey Associates, Ind. Dept.
NCSW.

Insanity, NCMH.
Institutions, AHEA.

INTERNATIONAL RELATIONS

Com. on Int. Justice and Good Will, FCCCA.
Survey Associates, For. Serv. Dept.
Natl. Woman's Peace Party.
Labor Laws, AALL, NCL, NCLC.
Legislative Reform, APRL.
Liquor, NML.

LIBRARIES

American Library Assn.
Russ. Sage Fdn. Library.
Mental Hygiene, CPFM, NCMH.
Military Relief, ARC.
Minimum Wage, NCL.
Mountain Whites, RSP.
Municipal Government, APRL, NFS, NML.
National Service, AISS.
Negro Training, ASNHL, HI, TI.
Neighborhood Work, NFS.
Nursing, APHA, ARC, NOPHS.
Open Air Schools, NASPT.

PEACE

National Woman's Peace Party.
Peonage, NAACP.
Playgrounds, PRAA.
Physical Training, PRAA.
Police, NML.
Protection Women Workers, NCL.
Prostitution, ASHA.
Public Health, APHA, COHNH, NOPHS.

RACE PROBLEMS

Assn. for Study Negro Life and Hist.
Hampton Institute.
Natl. Assn. for Adv. Colored Peop.
Russell Sage Fdn., South Highland Div.
Tuskegee Institute.
ALIL, ER.
Reconstruction, NCSW.

RECREATION

Playground and Rec. Assn. of Amer.
Russell Sage Fdn., Dept. of Rec.
REMEDIAL LOANS
Russell Sage Fdn., Div. of Rem. Loans.
Sanatoria, NASPT.
Self-Government, NLWW.

SETTLEMENTS

Natl. Fed. of Settlements.
Sex Education, ASIA, NYSHS.
Schools, AHEA, HI, TI.
Short Ballot, SBO.
Short Working Hours, NCL.
Social Agencies, Surveys of, AAOC.
Social Hygiene, ASHA, NYSHS.

SOCIAL SERVICE

Amer. Inst. of Soc. Service.
Com. on Ch. and Soc. Service, FCCCA.
Dept. of Soc. and Public Service, AUA.
Joint Com. on Soc. Service, PEC.

SOCIAL WORK

Natl. Conference of Social Work.
Statistics, RSP.

SURVEYS

Russell Sage Fdn., Dept. Sur. and Ex.
NCMH., PRAA, NCWEA.

TAXATION, NML.

TRAVELERS AID

Travelers Aid Society.
Cjw.

Tuberculosis, NASPT.

Vocational Education, NCLC., RSP.
Unemployment, AALL.

WAR RELIEF

Am. Red Cross.

WOMEN

Amer. Home Economics Assn.
Natl. Consumers' League.
Natl. League of Wom. Workers.
Natl. Women's Trade Union League.
Cjw., TAS.
Working Girls.
NLWW., TAS.

ALPHABETICAL LIST

AMERICAN ASSOCIATION FOR LABOR LEGISLATION—John B. Andrews, sec'y; 131 E. 23 St., New York. Workmen's compensation; health insurance; industrial hygiene; unemployment; one-day-rest-in-seven; administration of labor laws.

AMERICAN ASSOCIATION FOR ORGANIZING CHARITY—Mrs. W. H. Lothrop, cb'n; Francis H. McLean, gen. sec'y; 130 E. 22 St., New York. Correspondence and active field work in the organization, and solution of problems confronting charity organization societies and councils of social agencies; surveys of social agencies; plans for proper coordination of effort between different social agencies.

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ASSOCIATION FOR THE STUDY OF NEGRO LIFE AND HISTORY—Carter G. Woodson, director of research; 1216 You St., N. W., Washington, D. C. To popularize the Negro and his contributions to civilization that he may not become a negligible factor in the thought of the world.

AMERICAN HOME ECONOMICS ASSOCIATION—Mrs. Alice P. Norton, sec'y; 1326 E. 58 St., Chicago. Information supplied on anything that pertains to food, shelter, clothing or management in school, institution or home.

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COUNCIL OF JEWISH WOMEN (NATIONAL)—Department of Immigrant Aid, with headquarters, 242 E. Broadway, New York. Miss Helen Winkler, ch'n; gives friendly aid to immigrant girls; meets, visits, advises, guides; has international system of safeguarding. Invites membership.

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EUGENICS' REGISTRY—Battle Creek, Mich. Board of Registration: Chancellor David Starr Jordan, pres.; Dr. J. H. Kellogg, sec'y; Prof. Irving Fisher, Dr. Chas. B. Davenport, Luther Burbank, Prof. O. C. Glaser, exec. sec'y. A public service conducted by the Race Betterment Foundation and Eugenics' Record Office for knowledge about human inheritance and eugenics. Literature free. Registration blanks for those who desire an inventory, and wherever possible, an estimate of their hereditary possibilities.

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Commission on the Church and Social Service; Rev. Worth M. Tippy, exec. sec'y; Rev. Clyde F. Armitage, asso. sec'y; Herbert M. Shenton, special sec'y; Miss Grace M. Sims, office sec'y.

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Commission on Church and Country Life; Rev. Charles O. Gill, sec'y; 104 N. Third St., Columbus, Ohio.

Campaign for the Conservation of Human Life; Charles Stelzle, sec'y.

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NATIONAL WOMAN'S TRADE UNION LEAGUE—Mrs. Raymond Robins, pres.; 139 N. Clark St. (room 703), Chicago. Stands for self-government in the work shop through organization and also for the enactment of protective legislation. Information given. Official organ, *Life and Labor*.

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Library; open free to the public; one of the best working collections in the United States on sociology and social work; Frederick Warren Jenkins, librarian.

The Southern Highland Division; John C. Campbell, sec'y; headquarters, 412 Legal Bldg., Asheville, N. C.

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TRAVELERS' AID SOCIETY—Orin C. Baker, gen'l sec'y; 465 Lexington Ave., New York. Provides advice, guidance and protection to travelers, especially women and girls, who need assistance. It is non-sectarian and its services are free irrespective of race, creed, class or sex.

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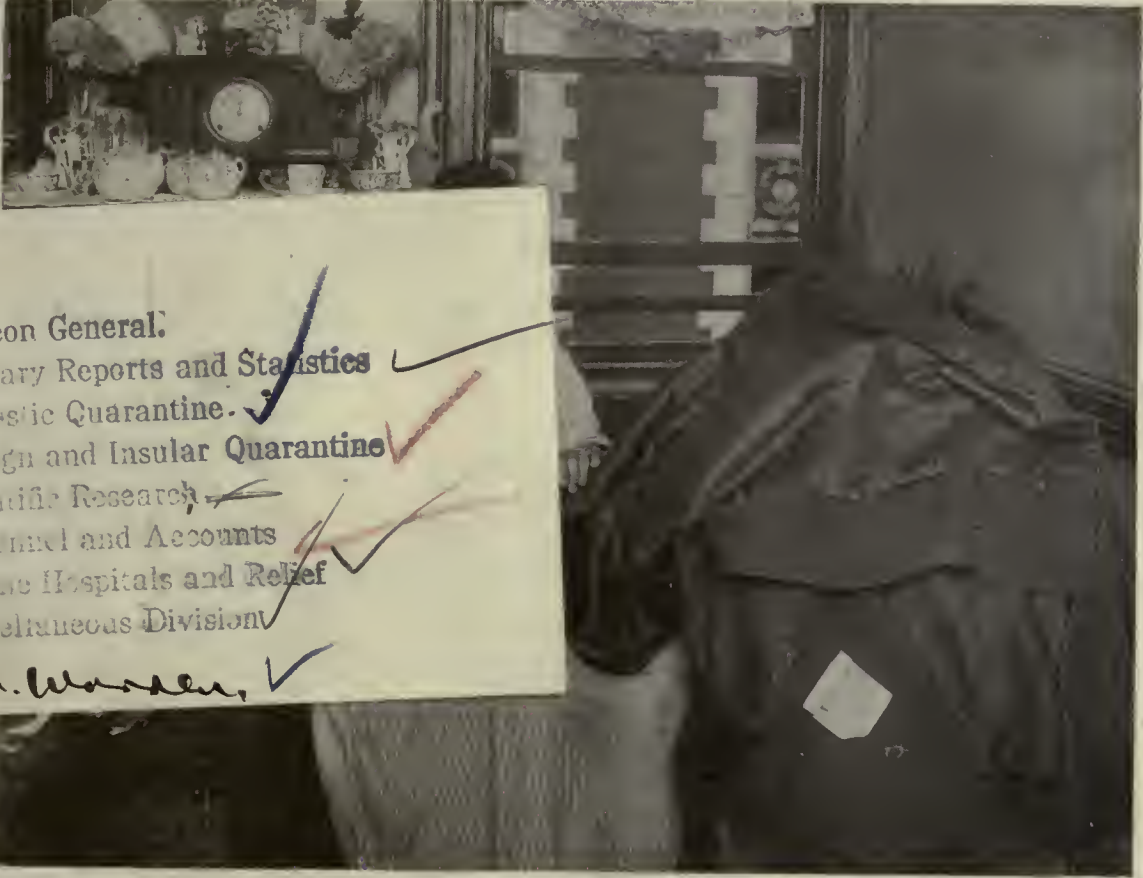
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PAMPHLETS RECEIVED

Pamphlets are listed once in this column without charge. Later listing may be made under CURRENT PAMPHLETS (see page 537).

CIVICS AND RECREATION

THE CITIZEN AND THE CITY GOVERNMENT. A statement by the Detroit Bureau of Governmental Research, 100 Griswold street, Detroit, Mich. That \$2,000,000 YEARLY FIRE TAX. Bulletin No. 4 of Citizens' Research League of Winnipeg, Canada.

FACILITIES FOR CHILDREN'S PLAY IN THE DISTRICT OF COLUMBIA. Miscellaneous Series, No. 8. Bureau Publication No. 22, Children's. 30 cents per copy from Superintendent of Documents, Government Printing Office, Washington, D. C.

EDUCATION

SOME THOUGHTS ON EDUCATION AND THE WAR. By R. H. Tawney. Price one penny. The Workers' Educational Association, 14, Red Lion Square, Holborn, London, W. C., 1.

REORGANIZATION OF ENGLISH IN SECONDARY SCHOOLS. Compiled by James Fleming Hosc. Bulletin, 1917, No. 2, of Bureau of Education. 20 cents, from Superintendent of Documents, Government Printing Office, Washington, D. C.

EDUCATIONAL CONTROL OF NATIONAL SERVICE. By William L. Dealey, of Providence, R. I. Reprinted from the *Pedagogical Seminary*, June, 1917.

PLAYTHINGS. Bulletin No. 1. 10 cents. STUDY OF ANIMAL FAMILIES IN SCHOOLS. By Laura B. Garrett. Bulletin No. 2, 10 cents. EXPERIMENTAL SCHOOLS—THE PLAY SCHOOL. Bulletin No. 3, 10 cents. EXPERIMENTAL SCHOOLS—THE CHILDREN'S SCHOOL, TEACHERS' COLLEGE PLAYGROUND, THE GREGORY SCHOOL. Bulletin No. 4, 10 cents. EXPERIMENTAL SCHOOLS—THE STONY FORD SCHOOL, THE HOME SCHOOL, SPARKILL, N. Y. Bulletin No. 5, 10 cents. PSYCHOLOGICAL TESTS—A BIBLIOGRAPHY. Bulletin No. 6, 25 cents. Bureau of Educational Experiments, 70 Fifth avenue, New York City.

HEALTH

A SOCIAL STUDY OF MENTAL DEFECTIVES IN NEW CASTLE COUNTY, DEL. By Emma O. Lundberg. Children's Bureau, Dependent, Defective, and Delinquent Classes, Series No. 3; Bureau Publication, No. 24. 5 cents per copy from Superintendent of Documents, Government Printing Office, Washington, D. C.

ALCOHOL—A PUBLIC HEALTH PROBLEM. By Haven Emerson, Commissioner of Health, New York City. Department of Health, Reprint, Series No. 58.

MORTALITY CHART OF INFANCY AND OLD AGE. Margaret O'Malley Registrar, Rochester, N. Y.

NEEDS OF THE DEPARTMENT OF UNGRADED CLASSES. Memorandum submitted to the Board of Estimate and Apportionment by the New York Committee on Feeble-mindedness, Department of Ungraded Classes, in support of the budget requests of the Board of Education, 105 East 22 street, New York City.

COST OF HEALTH SUPERVISION IN INDUSTRY. Compiled for the Conference Board of Physicians in Industrial Practice. By Magnus W. Alexander, West Lynn, Mass.

THE ACTIVITY OF WILD AMERICAN DIGITALIS. By George B. Roth. Reprint No. 391, from Public Health Reports. 5 cents, from Superintendent of Documents, Government Printing Office, Washington, D. C.

ANOPHELINE MOSQUITOES; THEIR DISTRIBUTION AND INFECTION UNDER FIELD CONDITIONS. By M. Bruin Mitzmain. Reprint No. 393, from the Public Health Reports. 5 cents, from Superintendent of Documents, Government Printing Office, Washington, D. C.

BIOLOGICAL PRODUCTS; ESTABLISHMENTS LICENSED FOR THE PROPAGATION AND SALE OF VIRUSES, SERUMS, TOXINS AND ANALOGOUS PRODUCTS. Reprint No. 401, from the Public Health Reports. 5 cents, from Superintendent of Documents, Government Printing Office, Washington, D. C.

DRINKING FOUNTAINS. By H. A. Whittaker. Reprint No. 397, from the Public Health Reports. 5 cents, from Superintendent of Documents, Government Printing Office, Washington, D. C.

A YOUNG MAN'S HEALTH (LORD KITCHENER'S INSTRUCTIONS TO SOLDIERS). Illinois Vigilance Association, 58 West Washington street, Chicago.

WHAT SOME AMERICANS ARE THINKING AND DOING. Illinois Vigilance Association, 58 West Washington street, Chicago.

DISEASE IN THE AMERICAN ARMY IN THE PAST. Illinois Vigilance Association, 58 West Washington street, Chicago.

THREE GREAT ARMY RECORDS. Illinois Vigilance Association, 58 West Washington street, Chicago.

SHALL PROSTITUTION FOLLOW OUR ARMY? Illinois Vigilance Association, 58 West Washington street, Chicago.

INDUSTRY

OCCURRENCE AND MITIGATION OF INJURIOUS DUSTS IN STEEL WORKS. By J. A. Watkins, passed assistant surgeon, U. S. Public Health Service (cooperation with the Bureau of the Public Health Service). Technical Paper 153, Department of the Interior, Bureau of Mines. When free edition is exhausted copies may be had at 10 cents, from Superintendent of Documents, Government Printing Office, Washington, D. C.

TENTATIVE SAFETY RULES FOR GOLD DREDGES. Issued by Industrial Accident Commission, 525 Market street, San Francisco, Calif.

HYGIENE OF THE PRINTING TRADES. By Dr. Alice Hamilton and Charles H. Verrill. Bulletin of the U. S. Bureau of Labor Statistics, Whole No. 209, Industrial Accidents and Hygiene Series, No. 12. 20 cents, from Superintendent of Documents, Government Printing Office, Washington, D. C.

THE RAILROADS' WAR BOARD. Remarks of Hon. Edgar E. Clark. American Railway Association, Washington, D. C.

CARBON MONOXIDE POISONING IN THE STEEL INDUSTRY. By J. A. Watkins, passed assistant surgeon, U. S. Public Health Service. Technical Paper 156, Bureau of Mines (cooperation with Bureau of Public Health Service).

ADVANCED FIRST-AID INSTRUCTIONS FOR MINERS. A report on standardization by a committee of surgeons: G. H. Halberstadt, A. F. Knoefel, W. A. Lynott, W. S. Rountree and M. J. Shields. Bureau of Mines, Department of the Interior, Washington, D. C.

INDUSTRIAL FATIGUE IN ITS RELATION TO MAXIMUM OUTPUT. By Henry J. Spooner, C.E.; forewords by Sir Robert Hadfield, F.R.S., and J. R. Clynes, M.P. Price 6d. net, from Co-partnership Publishers, Ltd., 6, Bloomsbury Square, London, W. C. 1.

CO-PARTNERSHIPS AFTER THE WAR. A memorandum submitted February, 1917, to the Reconstruction Committee appointed by H. M. Government. Labour Co-partnership Association, 6, Bloomsbury Square, London, W. C. 1.

THE SPIRIT OF SCIENTIFIC MANAGEMENT. By Richard A. Feiss, general manager, the Clothcraft Shops of the Joseph & Feiss Co., Cleveland, O.

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HOW CANADA ORGANIZED HER MAN-POWER. By J. D. Sears, secretary of the National Committee on Prisons and Prison Labor. Columbia War Papers, No. 14. \$3 a hundred, from secretary of Columbia University, New York City.

THE INTER-ALLIED CONFERENCE. By Norman Angell. Reprinted from the *New Republic*, by American Union Against Militarism, 70 Fifth avenue, New York City.

THE WAR AND THE COLLEGES. An address by Newton D. Baker. American Association for International Conciliation, 407 West 117 street, New York City.

LIVELIHOOD

HOME SERVICE. By Porter R. Lee and Karl de Schweinitz. American Red Cross, Department of Civilian Relief, Washington, D. C., A. R. C. 200.

MANUAL OF HOME SERVICE. American Red Cross, Washington, D. C. A. R. C. 201.

POOR-RELIEF IN VERMONT. By K. R. B. Flint, professor of political science in Norwich University, Northfield, Vt.

FOOD DEMONSTRATION WORK FOR CONGESTED CITY NEIGHBORHOODS. Charity Organization Society, 105 East 22 street, New York City.

MISCELLANEOUS

ESTIMATES ON BUILDING VALUES AND BUILDING LOSSES. An address delivered by William J. Moore, before the Insurance Society of New York, 84 William street.

CONCEALMENT, MISREPRESENTATION, FRAUD OR FALSE SWEARING. An address delivered by Frank Sowers, before the Insurance Society of New York, 84 William street.

THE WAR AND THE INTELLECTUALS. By Randolph Bourne. Reprinted from the *Seven Arts*. 5 cents a copy from American Union Against Militarism, 70 Fifth avenue, New York city.

PATRIOTISM AND PACIFISTS IN WAR TIME. By Jane Addams. Reprinted from City Club Bulletin, Chicago, June 16, 1917.

GOD, THE INVISIBLE KING. Message delivered by Sydney Strong in the Queen Anne Congregational Church, Seattle, Wash. Price 5 cents; dozen 25 cents.

TWO IMPERATIVES. Message delivered by Sydney Strong in the Queen Anne Congregational Church, Seattle, Wash. Price 5 cents; dozen 25 cents.

THE WAR CRIPPLE. By Douglas C. McMurtrie. No. 17, Columbia War Papers. Division of Intelligence and Publicity of Columbia University, New York city. \$5 a hundred.

AGENCIES OF SOCIALIZING THE RURAL MIND. By Ernest R. Groves, professor of Sociology, New Hampshire State College, Durham. No. 110 reprints of reports and addresses of the National Conference of Social Work, 1917. Order by number from 315 Plymouth Court, Chicago.

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Law, 679 Lincoln Parkway, Chicago.

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COOPERATION IN THE UNITED STATES. By Cheves West Perky. Published by the Intercollegiate Socialist Society, 70 Fifth avenue, New York city. 10 cents.

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THE FAILURE OF PACIFISM. By Francis J. Oppenheimer. Reprinted from the *Forum*, July, 1917. Issued by the National Security League, 31 Pine street, New York city.

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THE EVOLUTION OF MODERN CAPITALISM. By John A. Hobson. Chas. Scribner's Sons. 488 pp. Price \$1.50; by mail of the SURVEY \$1.62.

GONE TO EARTH. By Mary Webb. E. P. Dutton & Co. 316 pp. Price \$1.50; by mail of the SURVEY \$1.62.

THE RECONSTRUCTION OF POLAND AND THE NEAR EAST. By Herbert Adams Gibbons. Century Co. 218 pp. Price \$1; by mail of the SURVEY \$1.08.

PETAINE THE PREPARED. By Edward Earle Purinton. E. P. Dutton & Co. 171 pp. Price \$5.00; by mail of the SURVEY \$5.55.

LYRICS OF LOWLY LIFE. By Paul Laurence Dunbar. Dodd, Mead & Co. 208 pp. Price \$1.25; by mail of the SURVEY \$1.33.

ONE HUNDRED YEARS OF SAVINGS BANKING. By Edward L. Robinson. American Bankers' Association. 89 pp. Price \$5.00; by mail of the SURVEY \$6.10.

JUDAean ADDRESSES. Vol. II. By The Judaeans. Bloch Publishing Co. 192 pp. Price \$1; by mail of the SURVEY \$1.10.

THE BOOK OF HOME NURSING. By Frances Campbell. E. P. Dutton & Co. 271 pp. Price \$1.25; by mail of the SURVEY \$1.35.

HYGIENE OF THE FACE AND COSMETIC GUIDE. By Richard W. Muller. E. P. Dutton & Co. 257 pp. Price \$2; by mail of the SURVEY \$2.12.

THE PERIL OF PRUSSIANISM. By Douglas Wilson Johnson. G. P. Putnam's Sons. 53 pp. Price \$75; by mail of the SURVEY \$81.

LIFE OF LYOF N. TOLSTOI. By N. H. Dole. T. Y. Crowell Co. 467 pp. Price \$1 cloth; \$1.75 leather; by mail of the SURVEY \$1.08 and \$1.85.

WOMEN AS MUNITION MAKERS. MUNITION WORKERS IN ENGLAND AND FRANCE. By Amy Hewes and Henriette R. Walter. Russell Sage Foundation. 158 pp. Price \$75; by mail of the SURVEY \$81.

DAY AND NIGHT STORIES. By Algernon Blackwood. E. P. Dutton & Co. 228 pp. Price \$1.50; by mail of the SURVEY \$1.62.

SINGLE TAX YEAR BOOK. By Joseph Dana Miller. Single Tax Review Publishing Co. 466 pp. Price \$2.50; by mail of the SURVEY \$2.70.

EXCESS CONDEMNATION. By Robert E. Cushman. D. Appleton & Co. 321 pp. Price \$2; by mail of the SURVEY \$2.15.

THE FLAG. By Homer Greene. George W. Jacobs. 318 pp. Price \$1.25; by mail of the SURVEY \$1.35.

INSTITUTIONAL CARE OF THE INSANE IN U. S. AND CANADA. Vol. 4. By Henry M. Hurd and others. Johns Hopkins Press. 652 pp. Price \$5; by mail of the SURVEY \$5.25.

WOMEN WAR WORKERS. Edited by Gilbert Stone. Thomas Y. Crowell. 320 pp. Price \$1.65; by mail of the SURVEY \$1.77.

THE MISSIONARY EDUCATION OF JUNIORS. By J. Gertrude Hutton. N. Y. Missionary Education Movement of U. S. 140 pp. Price \$60; by mail of the SURVEY \$65.

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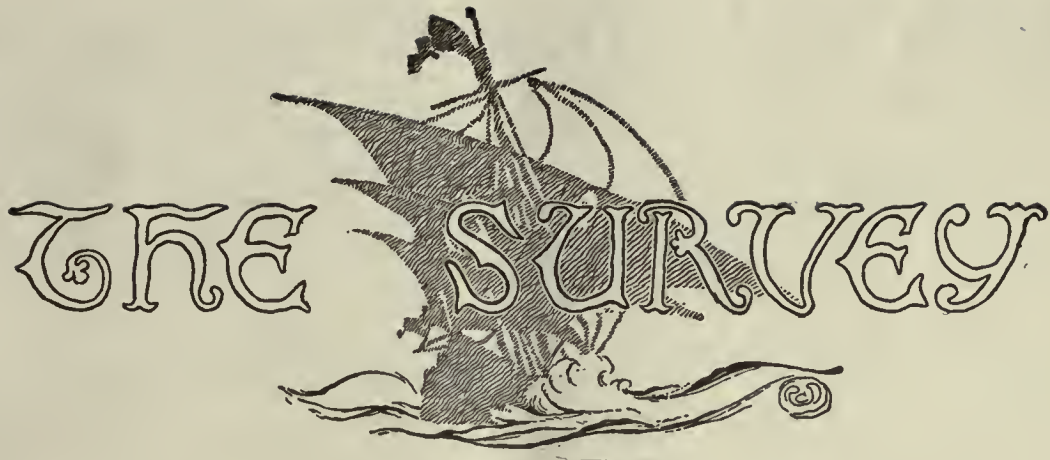
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THE UNITED STATES POST OFFICE. By Daniel C. Roper. Funk & Wagnalls. 383 pp. Price \$1.50; by mail of the SURVEY \$1.62.

NEWSBOY SERVICE. By Anna Y. Reed. World Book Co. 175 pp. Price \$90; by mail of the SURVEY \$98.

FAITH, WAR, AND POLICY. By Gilbert Murray. Houghton Mifflin Co. 255 pp. Price \$1.25; by mail of the SURVEY \$1.35.

COMMUNITY. A SOCIOLOGICAL STUDY. By R. M. Maciver. Macmillan Co. 437 pp. Price \$3.75; by mail of the SURVEY \$4.



Uniforms from Sweatshops

A LARGE, fat leisurely gray louse, one so large he seemed a very limousine of a louse, appeared on the immaculate olive-drab front of an army uniform. The soldier complained bitterly. He denied any previous relations with the intruder—"lice are not gray, sir, in my part of the country"; said he came without credentials or even an introduction; and it was a new coat anyway—he'd not even had it on. Followed an investigation as to where the coat was made and now it appears that the gray louse performed a valuable public service.

Army uniforms are to be taken out of the sweatshops. The new contracts will effectively forbid home work on them, and Uncle Sam can no longer be held up to scorn and contumely for buying his new fall clothes regardless of their origins.

Some months ago the New York Child Labor Committee, the Consumers' League and the Amalgamated Clothing Workers' Union protested that in New York uniforms were not safeguarded, and that work was being sent out to even worse fate on sub-contracts in other states which tolerate low standards of sanitation and child labor. Official Washington had apprehensive recollections of the epidemics of measles which ravaged our armies in the Civil and Spanish-American wars.

Secretary of War Baker met the situation by appointing a Board of Control of Labor Standards consisting of Louis E. Kirstein, of the Filene store, Boston; Mrs. Florence Kelley, secretary of the National Consumers' League; and Captain Walter E. Kreusi, of the Quartermaster Corps, U. S. R., formerly superintendent of the Public Employment Bureau of New York city. They are charged with taking such steps

that the quartermaster-general will be enabled to enforce the maintenance of sound industrial and sanitary conditions in the manufacture of army clothing, to inspect factories, to see that proper standards are established in government work, to pass upon the industrial standards maintained by bidders in army clothing, and act so that just conditions prevail.

The new board has been able to draw on the investigations of a number of social agencies. The New York Child Labor Committee, especially, has been since early July continuously on the trail of uniforms given out for finishing in tenement homes. The results have been placed daily at the service of the board and have been of substantial value to it. George A. Hall, secretary of the committee, reports thus on what his investigators found:

In nearly every street and house where they went they were sure to find army uniforms piled up on dirty kitchen floors, on kitchen tables with the remains of the last meal, on beds in bad-smelling, dark bedrooms; under tables amid filthy floor sweepings, or spread out upon floors for temporary beds for druling babies and dozing cats and dogs. These tenement dwellers had their usual unhappy quota of sore eyes, summer complaint, skin diseases and vermin.

In some sections the uniforms were not even given out; they were "hawked" out. Open wagons loaded with uncovered army goods were sent down the street with a man calling out, "Who wants coats or pants to finish?" . . .

Both disease and dirt were present in a number of the homes in which our investigators found army goods. In one flat overcoats were piled all around on the bed, in the dark bedroom, and in heaps on the very dirty kitchen floor. A palefaced boy about ten years old helped the worn-out mother to finish these uniforms, they earning together \$3 to \$4 a week. In another tenement, on a pile of army coats on the kitchen floor, was seated a little child dropping greasy crumbs, at the same time wiping on the uniforms the filth of the street which had collected on the tiny bare feet. To get away from the stifling heat of the little rooms in one tenement, the woman had taken army pants to finish on the fire-escape. The main pile filled the few kitchen chairs. Near by was a sick baby, while five other children crowded about the visitor. One of these was suffering from a skin-disease, with ugly open sores nearly ready to fester.

The weight of army overcoats was complained of everywhere. The strain of lifting heavy uniforms and sewing on such thick cloth is helping to ruin the health of these frail workers, especially in the many cases found of pregnant women. Early and late these women worked. Some said they had to begin sewing before five o'clock in the morning, while working until nine or ten at night was fairly general. In a few cases, the women declared they worked until midnight.

Child labor in connection with this tenement work was common. Experience of years has proven that wherever grown-ups are allowed to do manufacturing in tenement living rooms, it is impossible to keep children from helping. . . .

Children under fourteen years of age are forbidden employment in tenements "on work for a factory," yet girls of eight and nine and women were working at sweated piece-rates, for unregulated hours. In fact, the New York state law regulating home work in tenements—always hard enough to enforce—seemed to have gone entirely by the board in the face of huge government contracts for a million uniforms in a jiffy.

Secretary Baker has long been an adherent of the Consumers' League principle of buying no clothing made under unfair or unsanitary conditions. He has, in fact, been for two years and now is president of the league. His appointment of the Board of Control and, in particular, his selection of the three members, bids fair to apply that principle on a tremendous scale.

To Keep the Kettle Boiling Back Home¹

The Generous Separation Allowances Proposed for the Families of Army and Navy Men

By Porter R. Lee

STAFF OF THE NEW YORK SCHOOL OF PHILANTHROPY

IF the Alexander-Simmons bill now before Congress becomes a law, the United States will have made most generous provision for the families of its soldiers and sailors. The bill has three divisions: one providing for the insurance of soldiers, one providing for compensation in case of disability or death, and one providing for separation allowances and allotments of pay. This article discusses the third of these provisions.

The pay of a private in the United States Army is thirty-three dollars a month. It is not sufficient to support even a family of two living together, much less a family one of whom is at home and the other in France. To supplement this inadequate income various plans have been proposed. It might be done through existing relief organizations, through a national fund raised for the purpose and administered by a nation-wide organization such as the Red Cross or through a system of allowances from the government. The essential features of the adopted plan should be stability in administration, adequacy in its provisions, and consideration for the status of those who receive the money.

The task is clearly not one for existing relief agencies. It would impose an impossible burden upon them which would demoralize their natural work. Even more important, it would give to the families of our fighting men a status which they should not be forced into. A national fund for the purpose might be difficult to raise, and if so the stability and adequacy of our provision for the families would be threatened. The system of governmental allowances is the only one of the three possible plans which combine these essential features. It is stable, it can be made adequate, and it is essentially just.

The bill now before Congress makes the following provisions for the support of the families of soldiers and sailors.

1. The enlisted man is compelled by the terms of the bill to allot to his family not more than half his pay, or less than \$15 a month. This compulsory allotment applies to a former wife divorced, up to the amount specified in a court order or agreement to be paid to her.

2. The wife of the enlisted man may waive the compulsory allotment of pay upon producing satisfactory evidence of her ability to support herself and children. The man may be exempted from the compulsory allotment for good cause shown, such as the infidelity of the wife. There are no other exceptions to this feature of the plan.

3. In addition to the compulsory allotment to his immediate family, the enlisted man may allot further portions of his pay to any person he may designate, subject to regulations made by the War and Navy Departments.

4. The monthly allowance to be paid by the government to

the immediate family of the enlisted man, in case allowance is not waived or exemption granted, is according to the following schedule:

Wife without children.....	\$15.00
Wife and one child.....	25.00
Wife and two children.....	32.50
For each additional child.....	5.00
No wife, but one child.....	5.00
No wife, but two children.....	12.50
No wife, but three children.....	20.00
No wife, but four children.....	30.00
For each additional child.....	5.00

5. The schedule of monthly allowances to be paid by the government to other persons specified by the enlisted man is as follows:

One parent	\$10.00
Two parents	20.00
Each grandchild, brother or sister.....	5.00

6. The maximum allowance to the dependents of any one enlisted man is to be \$50 a month.

7. The allowance to a former wife divorced is payable only out of the difference, if any, between the allowance to the man's immediate family and the maximum allowance of \$50.

8. Allowances to other designated persons are payable only while they are dependent upon the man. They are payable also only while he is making a monthly allotment of his pay equal to the amount of the governmental allowance, except where he is also making an allotment of pay to his own family, in which case the government requires of him a minimum allotment of not less than \$5, or one-seventh of his pay.

9. Under the terms of the bill the term child includes:

(a) A child legally adopted more than six months before the enactment of the law or the enlistment of the man, whichever of these dates is the later.

(b) A step-child, if a member of the man's household.

(c) An illegitimate child, if acknowledged by the father or if he is under court order to support the child.

(d) A person unmarried and under eighteen years of age, unless mentally or physically incapable of earning a living.

10. The total monthly allowance to beneficiaries outside the man's immediate family added to his allotment to them shall not exceed the amount habitually contributed by him to their support monthly during the year preceding enlistment or the enactment of the law.

To illustrate the operation of the law, the following case is supposed in the letter of Secretary McAdoo, which accompanied a draft of the bill to the President:

A private gets \$33 a month for service abroad. If he has a wife and two children, he must allot to them at least \$15 of his pay. The government supplements this by giving the family an allowance of \$32.50. The family's minimum income, therefore, would be \$47.50. The father can allot as much more as he pleases. If there is another child, the government will allow \$5 additional. If that man should have a mother or father actually dependent upon him, and to whom he has been accustomed to contribute, say, \$15 a month, he can secure an allotment of \$10 a month from the government for the parent by allotting \$5 more of his pay. Thus, the private with a wife, three children and a mother actually dependent upon him,

¹The main features of the bill drafted by Judge Mack for the Treasury Department were given, the week it was introduced in Congress, in the SURVEY for August 25. The insurance features of the bill were discussed in last week's issue by Joseph P. Chamberlain. Next week Dr. I. M. Ruhinow will write on the compensation provisions. The bill is out of committee in the House and, as an administration measure, is expected to move rapidly toward enactment.—EDITOR.

by giving \$20 out of his \$33 a month, would get from the government for his family \$47.50 a month, giving his family \$67.50 and still leave the man \$13 per month for spending money. If there are more children, or if there is also a dependent father, the government would give up to \$50 in all, over and above the man's own allotment.

This is a generous provision for the families of our fighting men—not too generous, but amply so. It provides better support than do the allowance programs of any of our allies. Canada provides a flat allowance of \$20 a month. The schedules of England, France and Italy are given here in comparison with that proposed in Judge Mack's bill:

MONTHLY SEPARATION ALLOWANCES TO SOLDIERS' FAMILIES

	English	French	Italian	United States
Wife alone.....	\$13.00 ¹	\$ 6.50	\$ 3.92	\$15.00
Wife and 1 child.....	18.00	12.00-15.00	5.88	25.00
Wife and 2 children....	22.00	18.00 and over	7.84	32.50
Wife and 3 children....	24.00	22.00 and over	9.80	37.50
Wife and 4 children....	26.00	30.00 and over	11.76	42.50
Wife and 5 children....	28.00	.....	13.72	47.50
Wife and 6 children....	30.00	.....	15.68	52.50
Wife and 7 children....	32.00	.....	17.64	57.50
Wife and 8 children....	34.00	.....	19.60	62.50
Father or mother alone..	36.00	.....	3.92	10.00
Both .....	.....	.....	6.38	20.00

¹Includes 6d. a day from man's pay.

There will be instances in which this governmental allowance will not be adequate, necessitating a supplementary grant from other funds. It is probable, however, that the income which the allotments and the allowances together provide will at least equal the accustomed incomes of the families which receive them. Indeed, unless the experience of our allies is reversed in this country, many of the families of our fighting men will, if this bill passes, find themselves in possession of larger and more stable incomes than they have been accustomed to. The permanent effects of this change upon the American standard of living will be interesting to watch, although they may be difficult to trace.

This aspect of the matter raises some interesting questions of administration. Our local governments particularly have made rapid strides in the work of raising standards by the education of individuals and family groups in important matters of living. Much of our public health nursing, the work of infant welfare stations, contacts between the school and the home are primarily educational for the families concerned. Under the plan of separation allowances proposed by the Alexander-Simmons bill, many families will for the first time be able to finance the higher standard of living which this educational work is intended to promote.

The large majority of these families may be depended upon to rise, by virtue of their own good sense, to this opportunity. Others will need the same leadership in doing so which the workers in many of our public welfare movements are attempting to provide. In the situation created by the assur-

ance of reasonably comfortable support to thousands of families under this bill, there is a distinct challenge to our public welfare movements from the Red Cross, national in its scope, to the public welfare activities of our local communities. There should be and will be no attempt on the part of any public welfare agency to assume any right of entry into the homes of soldiers and sailors because they are receiving governmental allowances as part of their compensation. This cannot be too strongly insisted upon. To those families, however, who voluntarily seek counsel and other aid in new problems which the war has brought them and old problems for which the leadership of the man is no longer available, we must be prepared to offer whatever form of helpfulness they may need and human resourcefulness can provide.

The bill itself makes no specific reference to the administration of the law other than to lodge it in the Bureau of War Risk Insurance in the Treasury Department for the investigation of applications and the making of awards and to make the actual method of payment subject to regulations of the War and Navy Departments.

One feature of the bill has caused considerable discussion. Enlisted men, without dependents, may be required, under regulations of the War and Navy Departments, to deposit one-half of their pay to be held during such period of service as may be prescribed. Such deposits are to bear interest at 4 per cent and are to be paid, principal and interest, to him or his designated beneficiaries, at the expiration of the prescribed period of service.

The justification of this compulsory saving by men who have no dependents is stated by Secretary McAdoo to be "to instill thrift, to enable a man to build up a fund out of which he can pay the insurance premiums and, above all, better to preserve equality and democracy among the members of our own forces and between them and the allies."

It is reported that the difference in the spending money of our troops in France and that of the English and French troops has already created embarrassment, as has been the case with the greater incomes of the Canadian and Australian troops since the beginning of the war. At the hearings on the proposed law, Judge Mack reported the judgment of General Pershing that ten dollars a month was ample spending money for our troops. The compulsory allotment of pay by soldiers with families is hardly open to question. There is much force in the argument that it is likely to create less discontent in the soldier who has a family if his unmarried fellows are for the present on the same financial footing as himself.

This bill represents a tremendous stride forward from the flat-rate program of allowances adopted during the summer of 1916, when our troops were on the Mexican border. It will assure all of the essentials of a sound program for meeting the situation: stability, adequacy and consideration.

CLOSE QUARTERS

From the Yiddish of Abraham Raisin, by Leah W. Leonard

EIGHT in the family,
Beds only two—
When bedtime comes round,
Pray, what do they do?
Three sleep with father,
With mother you'll find
Three more are sleeping—
Hands, feet—all entwined.

Each night at bedtime
And each to his bed—
'Tis then the poor mother
Would wish she were dead.
Yes, truly she'd wish it
Deep down in her heart—
Though narrow the grave is,
Yet each sleeps apart!

The Ant and the Grasshopper¹

By *Elsie Eaton Newton*

IF you happen to be traveling anywhere in the great West, turn to your neighbor and ask him what he thinks about the Industrial Workers of the World. A hundred chances to one he will answer after this fashion: "The I-Won't-Work's? Why, they are a lot of nuisances and worse. If they ever try to get busy in my front yard, something will happen to them so they will never come back."

Presuming that you are in a chair-car such as our western roads run as day-coaches, your neighbor is likely to be one of those lean, brown men in a soft shirt, a soft hat and well-fitting store-clothes of the season. He is the kind that shaves daily, gets pressed spasmodically, reads the local papers and the *Saturday Evening Post*, and probably one of the weekly periodicals that digest the news. When he goes to Spokane or Denver, which he does not infrequently, he drops in to see a good vaudeville, or Charlie Chaplin on the screen; or, if he is a rancher who sold his wheat at a dollar seventy-five, he paid off nearly all the mortgage and took his wife and daughters to the city, putting up at the best hotel and giving them a good time generally.

Modern Schools and a Great White Way

HE HAS little or no class-consciousness. For a mere money-getter he has no worship, but for a "pile" he has a very human admiration. He is everlastingly at work on making his own, which at the moment is represented by his business and by a modest but very modern bungalow in a small town—or it may be an unpretentious ranch house with its own lighting and water systems and some effective machinery for running the ranch. There is also a Ford if not a more expensive car, which every member of the family drives. Each summer he takes "mamma" and the "kids" for a long trip in the machine, or for a two weeks' camp in the mountain cañons. His son is a Boy Scout, his daughters are Campfire Girls; and all the children are to have a high-school education—which he never had. His wife belongs to the Woman's Club and the Red Cross and does all her own housework. He—and she—lately voted for a bond issue to provide a system of cluster lights for the town streets, regardless of the fact that the corporation was already pretty heavily bonded for an up-to-date high-school building with its equipment for domestic science and manual training.

In national affairs, his interest is fairly keen, but rather remote; in those of his county and state and his little city it is absorbing. He did not want war (he voted for a president who kept us out of war) chiefly because Germany seemed too far away to bother us; but when the right-about was ordered he bought some Liberty Bonds, contributed to the Red Cross, enlisted in the home-defense guard and ploughed up the front yard into a garden for the "kids" to work.

The picture of this man deserves all this detail, because

¹ Extended travel not only to cities but to villages and hamlets, cross-roads and the open country, have given the author of this article unexampled opportunity to test the temper of the average citizen of the Far West toward the I. W. W. That temper struck back in the deportations from Bisbee and the lynching of Little at Butte. It forms an interesting corollary to eastern feeling as brought out by the SURVEY at the time of the Lawrence and Paterson strikes and later at the hearings of the Industrial Relations Commission. The article makes no attempt to study the itinerant laborer of the West or the reasons for his being; nor does it embrace any discussion of the philosophy back of the I. W. W. movement; such as came out at the strike trials, most recently at Everett, Wash., reviewed by Anna Louise Strong in the SURVEY for May 19.—EDITOR.

there are so many of him, and it is upon him that the shadow of the I.W.W. falls with sinister effect.

His kind are essentially builders, putting courage and energy into the development of a country that may or may not yield all that their enthusiasm dreams of. This boundless belief in its future is their dominating characteristic. They have bonded themselves to the future and every ounce of energy and strategy is required to justify their optimism.

Across their anthill there threatens the trail of this strange wanderer, that has acquired its morals from undigested theories, or evolved them through bitter experience in acute competition. Carrying a banner, it sets its heel upon the anthill.

The great West is not an industrial region, but here and there are lumber and mining interests of large importance. Whatever the interest, whether industrial or not, it is "ours"—our mines, our mills, our fruit ranches, our wheat, our cattle. The shortcomings of any of them, either in management or purpose, will be discussed with entire candor, but as long as they contribute to prosperity they are sturdily ours.

These newer communities are more democratic, more individual, yet in a sense more social than the older ones. The day of solidified selfishness and viciousness of congested populations is yet afar off. There is a spirit of give-and-take, of live-and-let-live, of generous impulse. Understanding of modern industrialism is vague. The individualistic viewpoint prevails. A man who has whacked his way through adverse circumstances does not understand why every other man cannot do the same.

"I have lived in the woods, worked in the lumber mills, slept on the ground, eaten rough fare, blistered my hands, worked sixteen hours a day—and worked out of it into something better. Why should any husky man make such a 'holler' about working conditions? Let him cut his way out of them to better ones and quit talking so much." "Don't be a knocker," is a common expression. It is addressed usually to the man who refuses to be over-optimistic about his own town, but the spirit of it has crept into other relations.

Shoot First; Then Argue

THE sense of fairness in the westerner is equal if not superior to his respect for law. He expects a certain line of conduct from his fellows, and gives in turn what they require of him, but he does not think of these things in terms of law. Tolerance he has to a great degree; let the limit be reached and he is exceptionally quick on the trigger. Kill a rattler first, he will tell you, and argue about it afterwards.

When the I.W.W. instigates a strike in "our" lumber mill, the justification, if justification there be, is not taken into consideration. He resents the intrusion and its effect upon prosperity; when there is threat of destruction of the food and water supply, it is the primitive man who is outraged. Let him hear the utterances against the government or read in the papers the I.W.W. parody on Onward, Christian Soldiers, and there is but one thing, according to his code, that is to be done: he takes his gun, collects his neighbors, finds a whip or a rope—nor talks about it afterwards.

How far the press has contributed to an unreasonable prejudice against the I.W.W., only the press can say. One can-

not take up a daily paper of any importance that one or more outrages are not charged up in it to the I.W.W., or men arrested for petty crimes upon whom, it is reported, I.W.W. membership cards are found. The average citizen cannot investigate these reports, but he should be wary of having his feelings capitalized by either *pros* or *antis*. The stories of the I.W.W. that are passed by word of mouth are quite as potent for prejudice, many of them uncorroborated. One finds the shadow in nearly every state—in Kansas the I.W.W. threatened to burn the wheat field of this farmer; in Oklahoma the waterworks of that small city were dynamited; in Dakota, in California, in Washington—and so on.

As a matter of fact there was an I.W.W. epidemic in San Diego several years ago. Street-speaking became a menace, and an ordinance against it was enforced till the jails were filled. Then a policeman was shot; then the waterworks were threatened. The citizens, finding that the law did not deal effectually with the problem, formed a secret vigilance committee, rounded up the leaders, took them out of town, horsewhipped them and sent them away. By preventing the entrance of other leaders thereafter the city has been reasonably free from similar propaganda, I am told. But these measures, which have been repeated in other instances in more or less degree, did not prevent an Everett, a Bisbee, or a Butte.

The West and the Itinerant Laborer

THE West always has a bumper crop of wanderers. Some are hoboes, some are merely adventurers, a few are "tourists of the brake beam," a great many more are laborers who have become itinerant partly through necessity, partly through choice. At a reclamation camp near which I stayed for several weeks last summer there was a constant stream of laborers going in and coming out. Men were continually imported from the cities, their transportation being paid to the camp. Some of them deserted before reaching camp, others slipped out immediately upon arrival, very few remained for any length of time. Conditions and wages at these government camps are very fair, it could hardly have been a protest against either that sent them away before they arrived. The faces of most of the men were of foreign cast, here and there an alert American; a good many obviously down-and-out's, lacking even decent clothing; many carried their roll of bedding as if it were a habit. A few were plainly deficient, but the proportion seemed small. A large proportion were ignorant apparently. All the faces were joyless, somber, uninterested, a trifle suspicious.

At a lumber-company hotel on Puget Sound, a stream of similar-looking workmen came up the hill to dinner, the manager commenting thoughtfully upon them as they passed the window. Nearly all were of foreign origin, he said. Not many of them stayed longer than three months, and most of them asked for their "time" within a less period.

It is among these men who have no roots that the propagandist for a rearrangement of wealth finds the choicest soil. Apparently the I.W.W. has used this class in organization. The westerner has good reason to fear it, if he fears anything, for it has no habitation, but swarms over the land and holds no relationship to any of the things of his world—save that for a brief time it uses his tools. He is not organized against it; he can erect no barriers; the industries upon which all his living depends are made precarious. All his energies have been so intent upon sending down his roots in a new country that he is unprepared to meet the situation by any thoughtful effort.

As the Westerner Puts It

SAID one westerner, "The I.W.W. is human envy gone mad. It is covetousness with a president, a secretary and a membership card."

A young miner prospecting in Oklahoma asserted that no man could work where the I.W.W. is. "They won't let you work except at the wages they name, and if these are too high no one can afford to employ you."

"A set of bums," said one traveling man.

"They are on their way, but they don't know where they are going," are the words of another.

Commenting upon the happening in San Diego which has been referred to, a lawyer of that city is quoted:

It is my belief that the average citizen thinks the I. W. W. is a man who seeks to live without earning that living. This being true, he is therefore a thief, because he is taking or attempting to take that which belongs to another. I do not believe it is prejudice. American people are very tolerant; they stand a good deal without seeming to be affected; but when men attempt to break laws and take what is not properly theirs, something happens. The class of people who formed the I. W. W. here were a low type of men. I saw some of them in the court rooms. They were mostly young men who appeared to be guided by older men. It is my belief that the leaders were men of the type who seek to live by creating trouble. A community, no matter how small, must have laws or ordinances which shall govern its administration. If they are not willing to obey the laws, then let them leave the community.

Evidently they who broke the laws in San Diego were compelled to leave the community, without benefit of law!

The transcontinental railways—indeed, all the western railways—have never been able to deal effectually with the problem of the man who rides but will not—and maybe cannot—pay his way. This person becomes an adept in evasion. He is not always a hobo, he is not always an I.W.W., but this is a method of mobilization and an opportunity for propaganda whose importance cannot be overlooked. When something can be done to prevent it, the problem may become less acute. But it will not be solved. With characteristic optimism the westerner has given little serious consideration to the movement as such; this is why he is unprepared. At the present moment he prefers to get rid of it and discuss it afterward.

A Dry Look Ahead

By Elizabeth Tilton

BEFORE the war it was almost a "bromide" that, should this country go in we should close our saloons at once. We went to war. We tried to close our saloons. Up to the present time they are still run wide open, eighty-six of them within a half mile of the Boston Navy Yard, Brooklyn equally exposed and so on down the coast. Thus far the liquor interests have won more than the dries.

Here is precisely where the matter stands: Distilling stopped at 11 P. M. on September 8. But as the distilleries had greatly over-produced, the sale of distilled liquor in saloons and elsewhere will go on as usual for many months, the only change being that spirits will be more expensive. Gilmore, speaking for the liquor interests, says that they will make a fortune out of this measure; hence it was allowed to pass that stronghold of the wets, the United States Senate. But the President can take over this distilled liquor if we need it for munition purposes. He can also stop the making of wine and beer.

What that overworked man, President Wilson, will do is any man's guess. The brewers say that he will do nothing; that he is "safe." Others, dries, say he will do everything when the stress for food is greater and the appeal to the people can be made more poignant.

Mr. Hoover is very straight-thinking man. Business and social service are what he sees rather than politics. One must believe that personally he sees the absurdity of asking the women to save every crumb while the government wastes 70,000,000 bushels of grain in the manufacture of beer. The *New Republic* for August 25 says that Mr. Hoover, as food administrator, will seize the grain now diverted to the manufacture of liquor—all in the good time that is coming when stress of war needs puts efficiency first and snags politics under.

That is truly the virile thing to do. If we do not do it, it means we are a nation which tells the business interests of the few, led by such senators as Penrose, Lodge, Wadsworth, Calder, Reed of Missouri, Representative Meeker and others, to take precedence over human welfare, over the two things most needed now—general health and general efficiency.

In the meantime, the Anti-Saloon League will work on a second proposition. There were ten times as many petitions sent to Congress for war prohibition as for any other one measure. The Senate saw that an embarrassing number of people wanted war prohibition. They felt the rising wrath

of the West and the South when brewerdom won in the Senate. "We must throw some sop to the dry sentiment," said they, and they threw it. They passed the Sheppard amendment for nation-wide prohibition of all alcoholic beverages; when the House passes this amendment it goes to the state legislatures, and when thirty-six ratify it, we become a dry nation—dry for the war, dry in the weary days of reconstruction after the war. The wets got a clause tacked on that the states must ratify this amendment in six years. This clause will probably be dropped by the House.

The Anti-Saloon League believes the House will pass the amendment next December. It is already at work organizing its forces for getting the state ratifications. Twenty-six states are dry; ten more will be needed.

What to do now? First, we must see that our representatives at Washington will vote for a national dry amendment; second, we must see that only dry men are sent to our state legislatures; third, we must work towards having special sessions called in those states where legislatures do not meet annually. This is the political work.

For social workers, I see other work in addition to this. I wish they would all form prohibition committees, and let their chief task be getting the people with whom they work ready for prohibition. There will be a great fight to save wine and beer, that is, to keep the saloon. Headway cannot be made this way.

Again, the French wine industries are already laying plans to invade this country after the war. Wine countries, like France, not only overload themselves with wine but pass to stronger liquors. France is second of all the prominent countries (1906-10) in the amount of distilled liquor drunk, Denmark being first.

Charles Stelzle, of the Federal Council of Churches, has induced Vance Thompson to write a leaflet on wine to be sent to our boys in France. I hope that as soon as it is available social workers can get the facts in this leaflet to their friends. This is the time to make everybody understand that history shows that headway against liquor has not been made by half-measures—moderation, use of beer and wine—but by total abstinence followed as fast as the sentiment ripened by prohibition of all alcoholic beverages.

This is the winter in which to become anti-alcohol propagandists. I do hope that social workers will have committees that can act, for as old Meg Merrilies said in the cave under the rocks, "The hour and the man has come."

—Brown in the Chicago Daily News.



BAGGING THE CROW

COMMON WELFARE



COUNTRY-WIDE TRAINING IN HOME SERVICE

AS a result of a conference held by the Department of Civilian Relief of the American National Red Cross in Washington last week plans were made for a country-wide series of home service institutes for the training of workers to be enlisted in the home service of local Red Cross chapters [see the SURVEY for September 1, page 486].

Twenty-three institutes have already been established and will open on October 15. They will take the full time of students for a period of six weeks, devoted to class work and field work under supervision. The membership of each institute will be limited to twenty-five. Members will be recruited from the local chapters of the Red Cross and are not to be exclusively from the community where the institute is held.

The conference developed a remarkable blending of the educational program of universities with the procedure of practical social work which promises to give these institutes far-reaching influence. The need for trained workers in the home service of the Red Cross is not easily exaggerated, and demands for such training are increasing.

The home service requires workers who are trained to deal helpfully and efficiently with disorganized families. The raising of the national army, now mobilizing, will make the problem of assisting such families acute in every section of the country. The institutes will supply a measure of such training. They will follow the same general progress of instruction which will cover the following general topics in class discussion supplemented by the field work:

The functions and organization of the American National Red Cross, the field of home service, the normal family, the fundamental methods of home service, health, home economics, child welfare, the employment of women and children, the re-education and readjustment of the disabled, the unstable family, the personal factor in work with disorganized families, relief, the racial equation, community resources for home service, cooperation, responsibilities and qualifications of the home service worker.

The twenty-three institutes already provided for—they will be followed by many others in different cities and in some cases by a second course in the same city—are to be held in:

Atlanta, Boston, Baltimore, Chicago, Cleveland, Columbia, S. C.; Columbus, Ohio; Dallas, Denver, Indianapolis, Los Angeles, Minneapolis and St. Paul, Nashville, New York, Philadelphia, Pittsburgh, Richmond, St. Louis, Salt Lake City, Seattle, Springfield, Ill.; Washington, Milwaukee.

The wide range of interest in the institutes, both geographically and as to educational connections, is indicated by the list of those in attendance at the Washington meeting:

Prof. J. E. Hagerty of Ohio State University, Prof. Loren D. Osborn of the University of Colorado, Prof. J. J. Pettijohn of the University of Indiana, Prof. A. J. Todd of the University of Minnesota, Professor Robertson and Prof. Francis Tyson of the University of Pittsburgh, Prof. William F. Ogburn of the University of Washington, Prof. John L. Gillin of the University of Wisconsin, George B. Mangold of the St. Louis School of Social Economy, Katherine MacMahon of the Boston School for Social Workers, Flora Saylor of the Dallas School of Civics and Philanthropy, Bernard J. Newman of the Pennsylvania School of Social Service, H. H. Hibbs of the Richmond School of Social Economy, J. P. Kranz of Peabody College, Edith Thompson of Atlanta, Theo Jacobs of Baltimore, Miss Bell of Cleveland, Margaret Laing of Columbia, S. C., William J. Deeny of Salt Lake City, Mrs. Walter S. Uford of Washington, W. Frank Persons, director general of civilian relief of the American Red Cross; Thomas J. Riley and Porter R. Lee, national directors of home service institutes for the Red Cross.

GIFTS TO BE SPARED THE INCOME TAX

SOME \$30,000,000 will be added to the resources of educational, charitable and religious institutions, according to the estimate of Senator Hollis, of New Hampshire, by virtue of the Senate amendment to the war-revenue bill which exempts from the income tax all gifts to institutions of these classes up to 15 per cent of the net income of the donor.

This amendment, as offered by Senator Hollis on September 7, exempted from payment of income taxes all such gifts up to 20 per cent of the donor's income, and he had a sufficient number of votes pledged to secure its adoption in that form, but he accepted the lower figure when it was offered as a compromise, on behalf of the Senate Finance Committee, by Senator Simmons. The acceptance of the amendment by the committee gave reasonable guaranty of its adoption by the House and Senate conferees.

Discussing the amendment in the Senate, Senator Hollis said that his own experience in college had made him wish that all higher institutions of learning were maintained at public expense, rather than by the gifts of individuals. However, the country had built up a system of great colleges and universities dependent upon private donations for their maintenance, and the necessity for the protection of their funds was obvious. Former President Taft had expressed the opinion that if the proposed exemption of these donations from income taxation were not secured, Hampton Institute would be compelled to close its doors, he said; other institutions were in the same situation.

The amendment is the result of a movement organized under the Committee on War Charity and Social Work last June, under the leadership of Samuel McCune Lindsay, of New York. In a letter to Senator Simmons, Dr. Lindsay suggested three alternative methods of exempting gifts: the deduction of the full amount of such gifts

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from all income subject to taxation; the exemption or deduction of a percentage—say 25 per cent, 50 per cent or 75 per cent—of the total contributions of such a character from all income subject either to the normal tax or any rate of surtax; or the full amount of gifts and donations might be allowed as an exemption deducted from gross income for the purpose of the normal tax only.

The alternative chosen by Senator Hollis for a test of sentiment in the Senate, and the one accepted by the committee, was the first—the deduction of the full amount of such gifts from all income taxes, whether normal or surtax. It was then restricted in total application, as above noted, to 15 per cent of the income of the donor.

EXPORTING THE AMERICAN PLAYGROUND

THE American colonies in nearly all the European cities keep up baseball as best they can with local facilities. These games, especially contests between different American teams, according to *Mind and Body*, attract large numbers of native spectators for whose benefit games are arranged, especially on the Fourth of July. Elementary explanations of the game are printed on the back of the score sheets in the native language of the country.

International football will be stimulated by the friendly rivalry of army teams in France. George B. Ford, a member of the American Red Cross commission to France, during his visit last year observed that outdoor recreation, a comparatively recent development and largely borrowed from England, has received a new impetus from the imperative necessity in wartime to keep men and women in the best physical condition. New recreation parks and playgrounds have recently been promoted in Rheims, Clermont-en-Argonne and Bordeaux.

But in neutral countries also the American idea of outdoor sports continues to find favor. A soccer team from St. Louis has been invited by the Swedish football association to play a series of games in Sweden. A cable received by T. W. Cahill, secretary of the United States Football Association, from the Scandinavian organization not only agreed to all the proposed terms of the trip of the St. Louis eleven but also requested that the St. Louis squad be composed of men who could make up two baseball nines. This invitation resulted from a number of exhibition baseball games played last fall in the Scandinavian countries by an all-American soccer team, which attracted large attendances.

Playground and recreation work on the American model is to be introduced in Tumkur, South India, by Deputy

Commissioner K. Chandy. Thitsumai-kan University in Kyoto, Japan, recently wrote to the Playground and Recreation Association of America, requesting information on how best to initiate in Japan work similar to that promoted by the association. "To the Japanese public," writes Setzuzo Mikami, "the idea of the work is new, and they are not yet informed of the ideal of the movement and its educational values." He particularly desires to know more concerning facilities for swimming.

The first annual meeting of the Tokio Boy Scouts of America was held on June 1 with scouts from Yokohama present as guests. Though chiefly composed of Japanese boys, the troop admits also foreigners and, under an American scout master, represents a truly international organization.

In Russia, war conditions have been directly responsible for giving a new impetus to recreational work for children. Mutual helpfulness is a social feature in that country to an extent which has not been fully appreciated here. When children fell into neglect through the absence of their fathers at the front and the obligation upon their mothers to go out to earn their support or to work the fields, patriotic women throughout the country took upon themselves the task of providing recreational activities.

Last summer, according to the Russian Translation Service, a teacher in the small village of Krasnow, realizing the need for supervision of her pupils during the summer, went to the district zemstvo council of Jaroslav and asked for funds to organize a playground. She was given thirty-five dollars unconditionally, except for the request of a detailed account. After organizing modeling and drawing classes and story-telling hours, and after winning over the mothers who at first were hostile, the value of her work was generally recognized, and the same zemstvo appropriated about \$1,000 for the establish-

ment of similar playgrounds in twenty villages this year. The movement has attracted widespread attention, and other zemstvos are considering similar action.

The first half of a series of illustrated articles, *Exporting the American Playground*, by C. M. Goethe, was published in the SURVEY last year. Pressure of space in a period of slender issues when paper has been costing double led to the postponement of the second half. Articles on recreation in French Africa, Germany and China are in type.

BRITISH WOMEN ENTERING AGRICULTURE

SO large and important has been the increase of women on the land that the English Board of Agriculture found it necessary in January, 1917, to organize a Women's Labor Department, of which Miss Talbot, previously engaged for some time as an inspector for the board, became the director. At the last census, in 1911, there were 120,000 women doing agricultural work in the United Kingdom, including seasonal workers. Between April, 1914, and April, 1917, there has been an increase of 44,500.

Miss Talbot is convinced—and is supported in this view by many expressions of opinion on the part of the practical farmers—that many of these women have found a permanent place for themselves in rural pursuits and that, in fact, they will be indispensable for the revival and extension of agriculture when the war is over. Only a small proportion of the women are of the educated classes, specially recruited in the season for fruit-picking, and look upon their work as an emergency war contribution.

The great majority are permanently engaged in farm work and have proved surprisingly efficient, especially in dairy work and in the feeding and management of stock. Prior to the war the milkmaid of folklore fame had become almost extinct. Now farmers find that they have made a great mistake in not taking greater pains to train women for responsible jobs in and around the dairies. They have proved more useful in rearing young animals than men; many have been given charge of teams of horses and they are engaged also in field work.

The number of farm women would be even greater were it not for bad housing conditions, unattractive food and low wages. So far all efforts have failed to get farmers to provide conditions of employment which, together with the natural attraction of open-air work, would effectively counteract the incentives of industrial employment, with its shorter hours and comforts of urban residence. The returns from small holdings such as women can man-



DRAWN BY CHARLES DANA GIBSON
FOR THE "RED CROSS MAGAZINE"



CHINESE STUDENTS SWAT THE FLY

GIRLS in the physical department of the Shanghai Y. W. C. A. gave a playlet definitely propagandist in its purpose of teaching the lesson of "Swat the Fly." One girl, whose white wings identify her as the Fly, crept round the stalls of various animals, hovered over the monkey and pig-sty, and finally came to the Child, who presently drooped and died!

The director of the department is Miss Ying Mei Chun. The sixteen students of the 1916 class more than fill the present dormitory accommodation, and the school is hoping for larger space; for, as the secretary says, "The Chinese cannot easily understand why, if you have a school you cannot take them in when they apply." Eight of this year's students came from government schools, seven from mission schools, and one from a Confucian family. Space for at least one more class is needed, and two more teachers and three secretaries could find abundant work in developing physical work and playgrounds, and assisting in the public health campaigns. Invitations to teach in the gentry and government schools are being refused because of shortage of workers for the Y. W. C. A. itself.

Abby Mayhew is secretary of physical education of the National Young Women's Christian Association of China.

age also are as yet precarious, especially for those of brief experience and partial training.

The government is now energetically promoting different methods of training women in agriculture. Besides agricultural colleges, comparatively few in number, there are 247 training centres and 140 farms registered as establishments for the instruction of women. On some of them an "emergency" training course of only one month has been inaugurated. Belgian experience is followed in the provision of instruction for the wives of farm laborers who are unable to leave their homes.

The Agricultural Organization Society has created 125 farm "women's clubs, misnamed "institutes," primarily for the purpose of cooperation in buying and in the use of modern appliances, but incidentally also excellent means of mutual instruction and advice by lecturers sent on circuit.

The Women's Labor Department of the Board of Agriculture has organizing secretaries in each of sixty counties and sixteen traveling inspectors. It is on the advice of the latter that the department issues grants to voluntary organizations, such as the Women's Land Service Corps and similar bodies which have been especially useful in recruiting and supervising seasonal labor. The

inspectors also look into housing conditions.

Miss Talbot and others who have studied the situation are certain that the outlook for women workers on the land is excellent.

TO MAKE NEW YORK AN AMERICAN CITY

TO make the melting pot melt is the aim of the program adopted by the recently organized committee on aliens of the Mayor's Committee on National Defense of New York city. To do this it is undertaking on a large scale phases of immigrant education that have already been successfully carried out in Detroit, Cleveland, Buffalo and other cities.

"One City, One Loyalty, One People" is the slogan that states the underlying motive; before there can be one people, however, the committee believes there must be one language. For that reason the practical making over of the city's evening schools for foreigners, to the end that English may be universally spoken, is one of the important items in the plan. While the war is the occasion for this effort to unify a heterogeneous population, the committee hopes to see its work become permanent.

Already the Board of Education, acting at the committee's suggestion, has added \$78,000 to the budget for even-

ing schools, the original estimate being \$24,000. If this money is granted it will be spent to employ 170 additional teachers of English, fifty teachers of physical training, eighty community visitors and four supervisors of community visitors. All but the supervisors are to be paid at the rate of three dollars a night.

To train both volunteers and paid workers for the position of community visitor, the Training School for Community Workers of the People's Institute has agreed to give a special short course beginning October 1. This will include fifteen lectures extending over a period of five weeks by specialists in various phases of community work. In addition, the course will include field work, one form of which will be visits to the homes of aliens in company with agents of city departments and other organizations. The first examination to establish a list from which community visitors may be appointed will be held by the city the middle of October.

Thorough socialization of the evening schools is being aimed at. The committee has added to its staff H. H. Goldberger, who, as principal of evening school 25, has already done a notable piece of work in this direction. The usual experience of an evening school for adult foreigners is to lose 80 per cent of its registration before the end of

the term. Mr. Goldberger has kept his pupils by making the school a social as well as an educational institution. Music, recreation and speaking have been as definite a part of the program as instruction in English. Every class has been made a club, with its own president and organization. On the hottest nights this summer the attendance fell off only slightly.

This is the success which the committee believes every evening school ought to attain. It has enlisted the cooperation of settlements, neighborhood associations and every sort of social agency to provide pupils for the schools and to make the social aspects valuable. In addition, such organizations will be urged to conduct classes of their own and to aid in the program in other ways. Robert T. Hill, professor of economics and sociology at Union College, Schenectady, and William C. Smith, the new state supervisor of immigrant education, comprise, with Mr. Goldberger, the committee's executive staff.

A STATE PROGRAM FOR WAR SERVICE

"DON'T build 'war orphans' homes' after this war."

This might be laid down as rule number one for states planning social programs in connection with the war, to judge from the emphasis put upon it by Hastings H. Hart, director of the Child Helping Department of the Russell Sage Foundation, in a report just made to the West Virginia Executive State Council of Defense. Both the governor and the council asked Dr. Hart to suggest a program "to meet conditions growing out of the prosecution of the war with Germany." Clarence L. Stonaker, secretary of the New Jersey State Charities Aid and Prison Reform Association, assisted in the survey.

After the Civil War Maine, Pennsylvania, Ohio, Indiana, Illinois and other states, says Dr. Hart, built "soldiers' orphans' homes." Most of the children admitted to them had living mothers. It was believed that the state could do better for the children than could be done by their mothers. Dr. Hart says:

In practice the orphans' home plan did not prove entirely satisfactory. It was very expensive, involving the maintenance of children at a liberal cost for many years. It was an unnatural plan of living. However well-conducted the homes might be the children were nevertheless deprived of the privileges and opportunities of natural family home life. It was a cruel plan. The state said to the widowed mother:

"Poor woman! You have lost your husband who has sacrificed his life for his country. We are deeply sorry for you and in order to testify our gratitude to him and our sympathy for you we will take your children away and bring them up for you and thus will enable you to get a living for yourself."

Thus the mother, bereft of her husband, was bereft also of her children.

Happily, in this generation we have found a better way, says Dr. Hart. This is the granting of mothers' pensions, which render it unnecessary for a competent mother to be separated from her children or to let them roam the street while she works. The state must ascertain, says Dr. Hart, whether the mother possesses the character, intelligence and physical strength to bring up her children properly. For such children as have lost both parents, or whose mothers are unfit, Dr. Hart recommends placing-out in family homes through an approved agency. West Virginia has no such approved agency at present, he says.

Referring to West Virginia's production of war material, such as coal, steel, farm products and live stock, the report points out that it is possible to lay so heavy a burden upon workers that their productive powers will be diminished.

In the long run, a larger and better product will be secured from 54 hours' work per week under favorable conditions, with good food

LIGHTNING

From the Spanish of José Santos Chocano (Peru), who, now that Ruben Dario is no more, is considered by many to be the greatest living Spanish-American poet.

Translated by Alice Stone Blackwell.

A RAGGED mother, holding out thine hand
Forever at the doors, in sorrow deep,
And seeing always bare and empty chests,
And human consciences fast locked in sleep!

O thou that goest gathering in the bag
Of thy sore poverty forever more
Leavings that in the shipwreck of each day
Follies and vices cast upon the shore!

Daughter art thou to him who went to war,
Marched in the ranks and shed his blood un-
bought,
Sank down in battle, fell to earth and died—
And no one now remembers that he fought.

Sister art thou to him who fell one day
Among machinery's teeth, which crush and
kill.
The wheels were all indifferent to his fate,
But human hearts were more indifferent
still.

Thou wast the wife of him who at the
plough
Died, sunstruck, as he labored on the plain,
Today all eat the bread his wheat has made.
Thou dost not eat it—and he sowed the
grain!

Thou art the daughter and the sister poor—
The widow, always left with child unborn;
Thou art the mother who of every rag
Will make a flag, when breaks tomorrow's
morn.

Still, as a consolation, in thy womb
A son of thy dead husband thou dost bear,
A cloud of rags: its thoughts are of the sky—
But of a sky where tempest fills the air!

Thy son will be no gentle cherub fair,
No honey-cup, no Mayflower soft of bloom,
O ragged mother! Lo, thou art the cloud,
And thou dost bear the lightning in thy
womb!

and with opportunities for wholesome recreation, than from 70 hours' work performed by men who are kept constantly at the limit of physical endurance.

Among the other recommendations are a convalescent home for wounded and crippled soldiers, a general state hospital, the extension of the juvenile court and probation system to the rural counties, employment of prisoners in farming and road-building, more adequate institutional care of the feeble-minded and epileptic, and the performance of the functions of a charities endorsement committee by the State Council of Defense.

TWO IMMIGRANTS OUT OF FIVE FEEBLEMINDED

IF you had gone over to Ellis Island shortly before the war began and placed your hand at random on one of the aliens waiting to be examined by government inspectors, you would very likely have found that your choice was feeble-minded. He would probably have answered your question, "What is a horse?" by replying, "To ride on," or with some other simple reference to the animal's use that did not differentiate it from a bicycle. He would have told you it was July if it was January and would merely have looked uninterested if you had asked him what year it was.

This, at any rate, is the conclusion reached by a study made in 1913 by psychologists of the Training School at Vineland, N. J. The results are now published for the first time by Henry H. Goddard, director of research at the school, in the *Journal of Delinquency* for September, out today. The SURVEY is permitted to make simultaneous publication of a summary of the findings.

Several members of the Vineland staff spent two and a half months at Ellis Island giving tests to immigrants. The most favorable interpretation of their results is that two out of every five of the immigrants studied were feeble-minded. Dr. Goddard admits that this conclusion is startling, but says that "it is never wise to discard a scientific result because of apparent absurdity."

Various tests for measuring intelligence were used, the Binet-Simon being regarded as the most satisfactory. The work had to be conducted through interpreters. At first it was feared that this might be a barrier to efficient testing. Experience showed, however, says Dr. Goddard, that this difficulty was overestimated.

Immigrants were selected for study only after the whole line had passed the government physicians and all whom these officials could recognize as mental defectives had been taken out. The Vineland psychologists then removed the

obviously intelligent. That left the great mass of "average immigrants." The number studied was 35 Jews, 22 Hungarians, 50 Italians and 45 Russians. Five Jews, 2 Italians and 1 Russian were children under twelve years of age and so were excluded.

Since the Russians were examined by a psychologist who spoke their own language, Mr. Goddard analyzes the tests of them first. Three of the 30 were found to be normal according to the Binet-Simon scale, 2 were classified as borderline and the remainder, 25, or 83 per cent, were feebleminded.

These results, says Dr. Goddard, are so difficult of acceptance that they can hardly stand by themselves. He, therefore, selects those questions that were passed by 75 per cent of the immigrants and by means of these constructs a new scale with which to measure the individuals in terms of their own group standards. More than 40 per cent of the Jewish immigrants failed to pass even this revised scale and "would be considered feebleminded," says Dr. Goddard, "according to the usual definition." The other groups give similar results.

Dr. Goddard says:

This method of interpretation gives us approximately half as many defectives as we counted by our first method. But even 40 per cent is a startling proportion for the feebleminded among our immigrants. And moreover we cannot escape feeling that this method is too lenient. The standard would seem to be too low for prospective American citizens. This feeling is intensified if we examine the questions that we have thrown out of the scale because not passed by the requisite 75 per cent. To define common terms better than by "use" is the first of the questions omitted. Only 40 per cent pass this test, the rest define a "table" as "something to eat on"; or a "fork," "it is to eat with"; a "horse," "is to ride," and so on. It cannot but give us something of a shock to realize that 60 per cent of this group of immigrants do not define common objects better than to mention the most obvious use for them.

Dr. Goddard does not contend that this study reveals the percentage of all Ellis Island immigrants who are defective. Nevertheless, he declares that "we cannot escape the general conclusion that these immigrants were of surprisingly low intelligence." The experiment helped to impress this upon the government physicians, and the number of aliens deported because of feeblemindedness increased approximately 350 per cent in 1913 and 570 per cent in 1914 over the five preceding years.

A follow-up investigation attempted by the training school two years later, proved disappointing because of the fifty sought for, only two were found and three others heard from; these were apparently doing well. Such meager results, however, says Dr. Goddard, cannot be held to contradict the criterion based on the group standard.



A PAGEANT OF AMERICA IN THE MAKING

HOW patriotism may be taught in a neighborhood inhabited by aliens in such a way as to stimulate rather than repress their love for the cherished traditions of their home countries, was demonstrated recently in a street pageant organized by the Neighborhood House in Harlem [New York city]. It was the first venture in community drama in that populated area and strictly home-made. A Slovak group in picturesque costume presented a lively pantomime, based on the life of Janosik, a peasant hero of the eighteenth century, and Slovak children danced a folk dance. The Hungarian neighbors, in four tableaux, represented scenes from the lives of John Hunyadi, Louis Kossuth and Helen Zrinyi, and in song and dance made live again the village life of their native plains. Italian girls, also in peasant dress, danced the tarantella.

From Julius Caesar to Victor Emmanuel, the heroes of popular tradition passed in revue. The closing episode brought these various groups together in common appreciation for their new home. Columbia, surrounded by figures representative of American history and of the present guardians of her military power and civil liberties, was followed by a procession of Allegiance, symbolic of the children of an older world pledging their loyalty and devotion to the new.



Book Reviews

THE DECLINING BIRTH-RATE: ITS CAUSES AND EFFECTS

Report of the National Birth-rate Commission. E. P. Dutton and Co. 450 pp. Price, \$3.50; by mail of the SURVEY, \$3.62.

Birth-Rate of Britain



The report of the National Birth-rate Commission, instituted with official recognition, by the British National Council of Public Morals, constitutes an exceedingly interesting and important contribution to the literature of the subject. The report itself presents the data under five elementary divisions:

1. as regards the statistical evidence; 2. as to the economic and social aspects; 3. with reference to the housing question; 4. from the medical point of view; and 5. with reference to moral and religious considerations.

The make-up of the commission of inquiry was typical of the British method of procedure in parliamentary or interdepartmental investigations. The chairmen of the commission were: the Rt. Rev. Boyd Carpenter, and the Very Rev. W. R. Inge. The vice-chairman was the Rt. Hon. Sir J. Gorst, LL.D., whose treatise on *The Children of the Nation* is familiar to American readers. Among the two next ranking members of the commission were Dr. Sir Arthur Newsholme, the principal medical officer of the local government board, and well-known author of a standard treatise on vital statistics; and Dr. T. H. C. Stevenson, the superintendent of statistics for the registrar-general, through whose efforts a very material improvement has been brought about in the arrangement and practical utility of the annual reports of the vital statistics of Great Britain. The commission as a whole consisted of some forty members.

The plans and scope of the inquiry took four main directions: the extent and character of the decline in the birth-rate as statistically ascertainable and in correlation to social and political phenomena; the alleged causes of the decline, under such headings as the effect of town life, lateness of marriage, fertility, prudential motives, methods of restraint (moral, mechanical and chemical); the effects of the decline of the birth-rate, whether due to natural or artificial causes; and the economic and national aspects, such as the alleged results of a rapid increase of population in a country where the land is fully cultivated, etc.

The governmental sanction of the investigation was emphasized by an announcement by the then prime minister, Mr. Asquith, in the House of Commons. A large number of witnesses were heard, including some of the foremost names in Great Britain, and in addition thereto prolonged sittings were held for a qualified discussion of the various aspects of the intricate problems in consequence of the evidence presented. The investigation extended over two and a half years, and, as said before, the report constitutes a notable addition to the literature of the subject, quite exhaustive of all the essential phases of the questions, but rather difficult of concise presentation in a briefly summarized form.

With reference to the correlation of the birth-rate to income, the conclusion is advanced that all the various investigations seem to show "that the birth-rate falls as the income rises." With reference to occupation, the fact was brought out that the decline in the birth-rate was "greatest in the professional and commercial classes." The birth-rates in town and country were found to be rather conflicting, but it is pointed out that in France the highest legitimate fertility rate was in the nine departments which contained less than 30 per cent of agricultural population. With reference to religion, it is pointed out that in Germany the birth-rate was distinctly higher among Catholics than among other religious denominations.

The statistics of childless marriages for different countries are of interest, with special reference to the Massachusetts returns for 1885, when the proportion was nearly 12 per cent of childless marriages in marriages where the wife was over fifty years of age. Appropriate reference might here have been made to the more recent maternity statistics of Rhode Island, and it may be said in this connection that it is exceedingly regrettable that the state of Massachusetts should have discontinued the publication of maternity statistics, than which no social facts could possibly be of more profound interest in connection with the subject under review. The same conclusion applies to the maternity statistics of the United States census, which have not been tabulated, but which, if subjected to critical analysis, would produce results of far-reaching economic and sociological importance.

The British report itself falls short of the required exhaustive analysis of available data, but the facts are presented with sufficient clearness to illustrate the point of view, for, after all, the really conclusive evidence is that of the witnesses examined rather than of the statistical returns. As said in the report, a rapid survey "of the continental evidence does not lead to the discovery of any important facts casting doubt upon the validity of the inferences drawn from the official statistics of the United Kingdom." These findings are briefly summarized as follows:

"That the birth rate has declined to the

extent of approximately one-third within the last thirty-five years.

"That this decline is not, to any important extent, due to alterations in the marriage rate, to a rise of the mean age at marriage, or to other causes diminishing the proportion of married women of fertile age in the population.

"That this decline, although general, has not been uniformly distributed over all sections of the community.

"That on the whole the decline has been more marked in the more prosperous classes.

"That the greater incidence of infant mortality upon the less prosperous classes does not reduce their effective fertility to the level of that of the wealthier classes."

In addition thereto, however, the committee advanced the further conclusions, though based upon evidence less substantial, to the effect that:

"Conscious limitation of fertility is widely practiced among the middle and upper classes, and there is good reason to think that, in addition to other means of limitation, the illegal induction of abortion frequently occurs among the industrial population.

"There is no reason to believe that the higher education of women (whatever its indirect results upon the birth rate may be) has any important effect in diminishing their physiological aptitude to bear children."

Of these seven conclusions, the last is perhaps the least in conformity to prevailing convictions, sustained by the conclusive data derived from an analysis of the fecundity of college women. Whether the higher education itself is the immediately underlying cause of the aversion to maternity, or reluctance to bear children, or whether the more active cause is the generally higher social and economic status of college-bred women, is, of course, debatable.

Passing over the economic and social aspects of the question, and the housing question, which is only briefly considered, it need only be said that the commission did not deem it prudent to go further than place on record its deliberate opinion "that the housing question, both in town and country, makes the rearing of large families by the working classes a matter of great difficulty and also affects the birth-rate."

As regards the important medical aspects of the subject, the committee at the outset distinguished between totally different factors of an artificially reduced birth-rate, and they condemn generalizations "which take no cognizance of the medical, medico-legal and ethical distinctions," which cannot very well be discussed in detail. It may be said, however, that the commission points out that "the prevention of conception and the destruction of the concept are fundamentally distinct, medically, medico-legally, and ethically, and the commission cannot attach serious importance to pronouncements, from whatever source, which perceive no such distinction."

It must be considered regrettable, however, in this connection, that the commission was unable "to present a definite pronouncement as to the physical consequences of the use of these devices" employed in the prevention of conception, such as are widely suggested by utterly reckless and irresponsible advocates of so-called birth-control.

The commission discussed the destruction of the product of conception, which, it is pointed out, is contrary to law and medical ethics except where the life of the mother is at stake, and they express themselves as "in entire agreement with the accepted canons on this subject." The discussion of the influence of venereal diseases on the birth-rate is quite interesting, but of secondary importance to the question of deliberate or wilful prevention and control.

Finally, the commission discussed the moral

THE BOOKS

BOGEN: *Jewish Philanthropy*
GIBBS: *The Minimum Cost of Living*
GROAT:

An Introduction to the Study of Organized Labor in America

KALLMEYER:
How to Become a Citizen of the United States

LEWIS:
The Offender and His Relation to Law and Society

LEGG: *and Others:*
The Origin, Symptoms, Pathology, Treatment and Prophylaxis of Toxic Jaundice Observed in Munition Workers

NATIONAL BIRTH-RATE COMMISSION:
The Declining Birth-Rate: Its Causes and Effects

TILDEN: *Second Wind*

VOGTS: *Rural Sociology*

WILLIAMS: *The Christian Ministry*

WOOD: *The Call of the Republic*

WOODBURY:
Social Insurance; and Economic Analysis

and religious aspects of the problem on the basis of evidence presented by members of the principal religious bodies, and it is said that it was found that the clerical witnesses "were almost without exception opposed, on moral and religious grounds, not only to the practice of abortion, which has had no defender among those who have given evidence before the commission, but to the use of mechanical and chemical means to prevent conception." There was not, however, the same unanimity as to the morality of restricting the family in other ways. The report concludes with the extremely suggestive statement that:

"While we have confined ourselves to discussing the moral and religious aspects of the declining birth-rate in respect of the married, we cannot close our eyes to the fact that the more widely spread knowledge of the means of preventing conception by the unmarried not only involves the removal of the prudential restraint on license in sexual relations, but may affect the birth-rate in the future in two ways: 1. Marriage with its responsibilities may be avoided, since sexual gratification is being obtained without any social obligations being incurred; 2. A practice begun before marriage may be continued after marriage."

An additional report was subsequently presented, signed by the Duchess of Marlborough and others, including Dr. C. W. Saleeby, with special reference to the question whether the present decline in the national birth-rate is regrettable, and, if regrettable, whether preventable, and if so, how. Reiterating their condemnation of abortion and the use of mechanical and chemical preventives of conception as injurious to health, it is said that while an unrestricted birth-rate is not advocated, it is recognized that "the natural functions of parenthood should be exercised under the control of affection, reason, conscience and racial obligation, with such voluntary restriction as the health of mother and child, the welfare of the family as a whole, and the moral duties of parents towards their children may impose." The further argument is advanced, however, that an increasing birth-rate, for imperial reasons, may be extremely desirable and well worthy of national encouragement to the extent of more substantial wages, or the adoption of minimum wage standards, or payment of a state bonus to families with low earnings for all children under fourteen years of age, a remission of taxes in the case of parents, facilities for cheap education, etc.

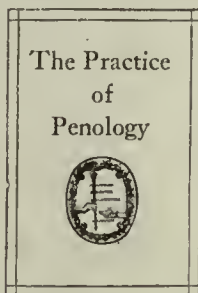
The evidence appended to the report is quite voluminous and exceedingly valuable. It is rather curious to find that the bibliography does not contain even a reference to the report and the evidence of the Royal Commission on the Decline of the Birth-Rate in New South Wales, than which no more convincing indictment of the injuriousness of widespread methods of prevention has been published. The evidence was, in fact, of such an exceedingly scandalous nature that only a very small edition was published, being marked "For private use only."

The evidence appended to the New South Wales report makes a folio volume of nearly four hundred pages, with illustrations, suggestive of the Sanger pamphlet on family control. The two investigations amplify and supplement each other, but unfortunately the evidence collected by the Royal Commission on the Decline in the Birth-Rate of New South Wales, issued in 1904, is practically inaccessible on account of the very limited edition published, and its immediate withdrawal from general circulation. Evidence of this character and its qualified analysis is essential to a rational understanding of the so-called birth-control.

FREDERICK L. HOFFMAN.

THE OFFENDER AND HIS RELATION TO LAW AND SOCIETY

By Burdette G. Lewis. Harper & Brothers. 382 pp. Price \$2; by mail of the SURVEY \$2.20.



A few years ago Mr. Lewis was an examiner in a municipal department in New York city. In 1914 he was appointed deputy commissioner of correction by Katherine B. Davis, and two years later succeeded her as commissioner. His acquaintance with the field of penology is therefore practical; he has settled strikes among prisoners, issued orders concerning their dietary, changed their work, altered their punishment, and solved or attempted to solve hundreds of difficult problems that are bound up in caring for law-breakers.

It is refreshing to find an administrator so alive to the modern scientific study of the individual delinquent and to the need for individual treatment. Mr. Lewis knows that criminals may be produced in herds, but not often by herds. They are not to be studied primarily for their contributions to group psychology; each offender is in a double sense a law unto himself. He is the product of particular forces working on his particular temperament, defects, heredity and passions. Reformation lies in individualizing treatment, in a complex process of curing physical defects, building health, imparting a habit of industry, teaching a trade, awakening moral consciousness, and doing to each individual whatever is necessary to bring out the normal, the sane, the sense of unity with his fellows.

Mr. Lewis's approach to his subject is for the most part liberal and scientific; his information goes far beyond the files of his own department. One can trace in his occasional dogmatism the lingering effects of recent criminological discussions, such as his transparent disgust with the extreme advocates of self-government. He apparently has them in mind when he rebukes people who regard discipline and form of government, rather than the improvement of the offender, as the chief ends of prison management. The advocates of self-government never tire of pointing out that the strongest argument for their plan is precisely that it is a means and not an end—a means of training the offender to a self-controlled interest in social regulations when he comes out. Mr. Lewis comes much nearer a sound criticism of their activities when he suggests that only the more intelligent prisoners can profit from self-government, and that this plan ought to be allowed chiefly in institutions from which the incorrigible, the low-grade feebleminded, the insane, the old rounders and the feeble inebrates have been removed.

He finds the best development of self-government to be in the limited "Hamiltonian republicanism" of the Preston School of Industry in California, which was described by its originator, Calvin Derrick, in the SURVEY for September 1.

The book goes beyond institutional organization and treatment. Mr. Lewis discusses defects in court procedure and methods, tells who should be placed upon probation and parole, points out the merits of the indeterminate sentence, proposes a scheme of industrial training not unlike the Gary public school plan, and in the last sixty pages treats of fundamental social forces and the prevention of crime. Prevention, he shows, must be begun early. The average age of offenders is rapidly declining. Fifteen years ago the average age of men committed to

the New York county penitentiary was thirty-seven; at present it is twenty-six. Mr. Lewis declares that the church, the home, the school and the individual are variously held responsible for this, and devotes a number of pages to the weaknesses and failures of these institutions.

The book sets on the whole a stake in the progress of prison reform. At the same time it shows what way improvement lies. It is not as fluent in style as Wines' Punishment and Reformation, but it supersedes that volume for the student of penology today. There is much in it, too, that a casual reader will find illuminating.

WINTHROP D. LANE.

THE MINIMUM COST OF LIVING

By Winifred Stuart Gibbs. The Macmillan Company. 93 pp. Price \$1; by mail of the SURVEY \$1.06.

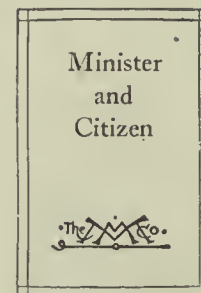
"Circumstances make the lives of our unskilled working folk a series of vicious circles. The very lack of provision for various necessities contributes to the low state of health that, in turn, decreases the power to earn more" (page 78). The first essential in an attempt to remedy such a situation is to know the facts. Miss Gibbs has had a unique opportunity to analyze the details of expenditure of a large number of families of very limited income living in New York city. Her carefully collated statistics show to what extent ignorance, indifference and necessity bring about departures from the ideal division of the income.

Some of us find that the difficulty of living on twenty-four hours a day can only be solved by intelligent planning and forethought. Miss Gibbs' little book emphasizes the same essentials with respect to living expenses; but beyond that it gives concrete evidence for the philanthropist, the lawmaker, and the employer regarding the now undeniable interrelation between human progress and the minimum wage. With the unpleasant bluntness of actual experience it points to public duties; and it indicates what many publicists have not yet learned to admit, namely, that the problem of living—i.e. home economics—is one for experts rather than orators.

LAFAYETTE B. MENDEL.

THE CHRISTIAN MINISTRY

By Charles D. Williams. The Macmillan Company. 131 pp. Price \$1; by mail of the SURVEY \$1.06.



With characteristic directness of speech and glow of spirit, Bishop Williams delivers within the compass of these few pages the life message which he has been preaching and teaching from pulpit and platform all the years of his wide-reaching ministry. Starting with the prevalence of

the new social conscience, he proceeds directly to "the inequitable distribution of production" as the "whole fundamental and paramount question" which state and church must squarely face, because it is "the tap root and primal source of all the evils, wrongs, moral perils and characteristic sins of wanton and swollen wealth and despairing and abandoned poverty." Into this "region of causes" he summons both social and religious ministries as fundamental to their part in almsgiving and social service, which are superficial and ineffective when disconnected therefrom.

In dealing with these causes he finds "the true radicalism" exemplified by Jesus and by his thoroughgoing followers. And yet he

wisely cautions and counsels his fellow "radicals" that neither Jesus nor his apostles advocated any specific ecclesiastical, economic or political program, formed any party or led any movement of mere reform, although facing social problems as acute and some social conditions vastly worse than any that confront us. "But they preached an everlasting gospel of essential righteousness, justice and brotherly love, whose principles, wherever and whenever apprehended and applied, have everywhere and always inspired men to rise up and deal effectively with every form and manifestation of social wrong and injustice."

Bishop Williams would not flinch, as he did not in his sermon before the National Conference of Charities and Correction at Pittsburgh, to admit that the prevalence of social wrong and injustice throughout Christendom proves how far those principles have failed to be apprehended and applied. But surely he is one of those who have risen up to deal thus with wrong and injustice.

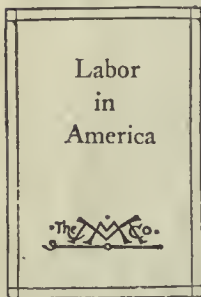
"I am root and branch a single taxer," he affirms. "That is the particular policy, method and means of social and economic justice which I personally believe to be most rational and in the end effective. And I take every opportunity offered by the public press and platform to recommend and propagate this particular program of social righteousness. That is my privilege and duty as a man and a citizen, and also as one who has made some slight study of social and economic questions." But he adds, in words that many ministers should heed and make their own: "I have never preached single tax from any Christian pulpit, and never shall. I do not find that the single tax or any other particular economic program or social philosophy is a part of the gospel, and I will not attempt to inject it into the gospel. In the pulpit I must deal not with the accidental modes and methods of reform, but with the essential principles and motives of righteousness and justice."

This Bishop Williams does with a fearless outspokenness when and where it costs more courage to do so than all the indiscriminate criticism of the Christian ministry costs its "radical" critics.

GRAHAM TAYLOR.

AN INTRODUCTION TO THE STUDY OF ORGANIZED LABOR IN AMERICA

By George Gorham Groat. Macmillan Company. 494 pp. Price \$1.75; by mail of the SURVEY \$1.90.



A valuable and much needed work is George Gorham Groat's study of the philosophy and activities of the labor movement. Organized Labor in America is written on the assumption that "the American labor problem is the problem of organized labor, that American unions are the

embodiment of the aggressiveness, the restlessness, the hopes, the fears and the ideals of American laborers." Consequently, the author describes not only the beginnings of unionism in England and the United States and their development, but the structure and the aims of present-day unionism.

He naturally devotes the greater part of the book to a discussion of straight trade-union problems and methods, drawing his material in the main from the experience of unions affiliated with the American Federation of Labor. Several valuable chapters are devoted, however, to revolutionary industrial unionism, in which the philosophy of syndicalism is discussed, the I. W. W. is

treated historically and sabotage and other of its methods are explained.

Professor Groat writes in a clear, vigorous style. His book sets forth succinctly and with substantial accuracy most of the outstanding factors in the struggle of the workers for recognition and advancement. The section on Collective Bargaining, including chapters on The Strike Arbitration and Boycott, and the Closed Shop, and the section on Political Activity, set forth admirably the current theories of trade-unionism.

One feature of the book is the clear distinction made between ideas or words that are sometimes confused, such as "syndicalism" and "industrial unionism."

A thing that the reviewer finds somewhat irritating, in spite of his admiration for the book as a whole is the author's tendency to quote extensively without naming either the person quoted or the published source. In spite of that, the book is one that every student of the labor movement should read.

JOHN A. FITCH.

JEWISH PHILANTHROPY

By Boris D. Bogen. The Macmillan Company. 389 pp. Price \$2; by mail of the SURVEY \$2.15.

The entire field of Jewish social service, both theoretic and practical, is here discussed by a man who has been engaged in it for about twenty-five years as educator, settlement head, relief agent, and now field secretary of the National Conference of Jewish Charities. He believes that the problem of modern philanthropy is to "reduce the waste of society to a minimum" and that only insofar as social service, Jewish or general, does that, insofar can it be regarded as successful.

As early as 1832 the first specifically Jewish institution in the United States was established in New York city—an orphanage, built because of the fear of proselytism by Christian institutions and to observe the dietary laws of the orthodox Jews. As to the reasons for specific Jewish relief agencies, Dr. Bogen points out that Jewish dependency is unique. There is no Jewish pauperism. He says that "Jewish poverty does not carry with it the burden of heredity, and it is not characterized by a downward tendency, repellent of reclaiming influences. Though poor and economically disabled, the Jews never before constituted the lowest strata of society, nor were they inhabitants of the slum districts of their native cities."

The Jew in this country generally is dependent only temporarily, due to being displaced by adverse laws and to transplantation to a new environment. His dependency being due to objective rather than subjective causes, to his being persecuted because of his faith, his co-religionists feel that, since they share his faith, they should bear the burden of his adjustment to new conditions. Dr. Bogen estimates there are about 2,000 philanthropic agencies engaged in Jewish work in the United States, expending not less than \$10,000,000 annually, caring for some 40,000 Jewish dependents.

The author points out that the pre-eminent Jewish contribution to social service in this country is the "federation idea." By federating their charities, the Jews succeeded in uniting communities, in raising more funds to carry on work more adequately; they have prevented duplication of effort, conserved energies and eliminated waste. Others have followed their example with good results.

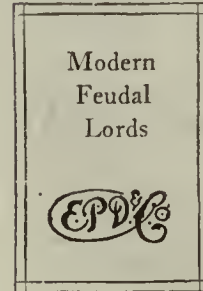
The Jewish applicant for relief feels that his fellow Jews owe him the assistance for which he applies. He knows there was a time when he helped others and he is certain the time will come again when he will give to others the things he now demands from the community of Israel. In Hebrew, the word *Zdakah* stands for both justice and charity.

Dr. Bogen reviews the entire field of Jewish social service. He discusses methods of administration, standards of relief and Ghetto forces. His book is wide in scope and will be found useful as a handbook for non-Jewish as well as for Jewish social workers.

OSCAR LEONARD.

THE CALL OF THE REPUBLIC

By Jennings C. Wise. E. P. Dutton & Company. 141 pp. Price \$1; by mail of the SURVEY \$1.08.



Here is a well-thought-out, carefully stated argument for universal compulsory military service and training in the United States. It is the author's purpose to prove by the historical presentment of his case that the volunteer mercenary army system, which is—or was when he published his

book—retained alone by the United States, is undemocratic both in origin and effect. He gives an interesting outline of medieval military systems and the development of the modern national army, indicating clearly the reasons why the English-speaking peoples, following England's lead, have developed our ideal of voluntary or mercenary service. That ideal, he says, sprang from the British worker's long and bitter experience under feudalism, when he was summoned from his plow with increasing frequency to fight in the quarrels of his lords and barons. His own interests suffered through the military service exacted from him and he watched his crops spoil while he garrisoned a stronghold whose flag meant oppression to him.

His distaste for prolonged and irregular military service became traditional after feudalism disappeared, and he has continued to believe that his interests are best served if he pays a professional soldier to do his fighting while he works. The source of the United States' ordinary practice of allowing the citizen to determine the extent of his own obligation to the republic, and to be paid by his fellows for defending his own rights, is clear even if that practice is as absurd as Colonel Wise endeavors to prove it.

The body of the book describes the ideal military institution in which "the tax of blood" shall become a burden equally distributed among all adult male citizens. The methods of his conscriptive plan are liberal and elastic; they do, in fact, mitigate very generously the old difficulties with their broad exemptions and "dispensations."

But when the author exalts the social and moral advantage of "a powerful army" the reader becomes more and more dubious. It is true, to the mind of your reviewer, that "no citizen should be allowed to make the decision as to whether or not he should render that service in arms, which his own and the security of his fellow citizens may or may not require." But it is offensive to him to be told that our nation, because it is honeycombed with pacifism, seems unable to rise with the sword of Christ to a plane of moral belligerency, and has sunk under the false teachings of Tolstoi to a lower plane, where the moral grandeur of righteous war is obscured. To hear that we must cast aside the fatuous doctrines of misguided, over-zealous humanitarians sounds like an echo of Von Bissing. We know, says the author, that God has created between men the great antagonisms out of which strife arises. War, righteous war, a war for ideals, is no more out of line with the infinite than the destructive elements of fire and flood and drought. And finally, he strikes the full Prussian note when he asks:

"Shall we deny the wisdom of God who imposes upon His people the ordeal of battle?"

Well, yes. Let us endeavor to state our problems in the terms of world economics and democratic politics. Let us at least mark an advance from narrow nationalism by leaving out the familiar appeal to the good old idea of a God who blesses his tribal protegés!

W. E. K.

HOW TO BECOME A CITIZEN OF THE UNITED STATES

By Charles Kallmeyer. Kallmeyer Publishing Co. 93 pp. Price, \$1.25; by mail of the SURVEY, \$1.33.

The contents of a book of this title are necessarily restricted; but within the inevitable limits the material is well presented. There are, first, the qualifications of citizenship; then the procedure; and then the stated questions and answers to be faced by an applicant. Historic documents—the Declaration of Independence, the Constitution—are included for reference and study; and a summary of the most important naturalization laws concerning citizenship, passports, etc., close the volume. The same material is repeated in German in the second part of the book.

To describe this as a most convenient little handbook for the class it aims to enlighten, is only giving well-deserved praise.

G. S.

THE ORIGIN, SYMPTOMS, PATHOLOGY, TREATMENT AND PROPHYLAXIS OF TOXIC JAUNDICE OBSERVED IN MUNITION WORKERS

By Dr. T. M. Legge and others. Longmans, Green and Company. 106 pp. Price \$2.50; by mail of the SURVEY \$2.60.

Since the war a new occupational disease has been listed in the British factory inspection reports and has been added to those for which compensation can be claimed under the law. This is toxic jaundice, a form of poisoning caused by contact with the explosive trinitrotoluol, or triton, or TNT, to give it all its names. It was quite unknown to physicians up to the beginning of the war, but it soon became conspicuous in both England and Germany and, though reports from the latter country have not reached us for the last two years, they have come from England in large numbers, culminating in this volume, which sums up all the information thus far gathered in that country.

The facts given here are of great value to us, for TNT is the chief constituent of the charges for our high explosive shells and we have several hundred men engaged in its manufacture and a much larger number in the more dangerous work of making the charges and filling shells. Triton poisoning has appeared in American plants already, sometimes in fatal form, and it behooves us to study carefully the British experience, so as to avoid, if possible, the harm done in their factories during the time of their ignorance.

In 1916 there were reported in Great Britain 181 cases of toxic jaundice—the severe form of TNT poisoning—with 52 deaths. Milder forms need not be certified, but they are said to number about 30 times as many (some 5,400). Women showed no more susceptibility to the poison than men, but the immature of both sexes are very susceptible. While in general the mortality of toxic jaundice is 33 per cent, for those under 18 years of age it is eight deaths out of eleven cases.

Toxic jaundice develops usually after about three months' exposure, then the cases drop off, so that a force of workers who had been employed as long as six months would probably be largely a force of immunes. Poisoning takes place chiefly through the skin, less often by inhalation of fumes, and therefore prevention of poison-

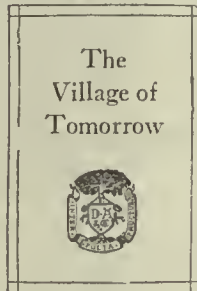
ing depends on protection of the body from contact with TNT.

This is a most cursory survey of what is really a mine of interesting information concerning this new and important industrial disease. While much of it is very technical and of value only to physicians, there is a great deal for the lay inspector or welfare worker. As our output of munitions increases, TNT poisoning will inevitably increase unless we adopt the means of prevention worked out in England.

ALICE HAMILTON.

RURAL SOCIOLOGY

By Paul L. Vogt. D. Appleton and Company. 443 pp. Price \$2.50; by mail of the SURVEY \$2.60.



Professor Vogt's book is a plea for the village as the center of country life. The writer very definitely commits himself to the expectation that American people interested in the farm—about one-half of our whole population—will find the village a satisfactory center of their life. He goes so

far as to say that both the urban mode of life and that of the open country have proved their unfitness and that the village will probably become the most attractive and satisfactory way of life in the United States. For some time a book on the village has been predicted, and though the chapters presenting this contention of Professor Vogt are the least convincing of his book, he has laid the foundation of a study of the village for which we have been waiting.

Rural Sociology presents two methods of study of the material—analysis and idealization. Under the former method, for which the writer displays uncommon ability, is the treatment of the Land Question, Means of Communication, Farmers' Labor Income, Health Physical, Health Mental, and the Church. In all of these chapters Professor Vogt very carefully analyzes the existing material, getting it in good perspective and displaying excellent judgment in handling the details and the particular fragments of his theme. For the student who desires the general view and a definite measured statement of every step of the way these chapters cannot be excelled.

The method of idealization is not so satisfactory. In the chapters under this mode of treatment the writer tells what ought to be rather than what is. Under this head come the Church, Measures for Improvement of the Church, the School in Rural Life, the County Fair, and the Village.

There are two final chapters, the first of which contains rare and new material on Rural Morality and Social Organization. In the study of Rural Morality no one else has worked so industriously or so well or has added so much to the knowledge of country life in respect to the adherence to standards of conduct by country people.

Particularly interesting and valuable also is the discussion of the Farmers' Labor Income and the comparison between the incomes of farmers in the country and business men in the city. Because he is pleading for congested and intensified country living, sometimes called the "urbanization" in country life, the author is naturally interested in the approach between certain classes of city dwellers and certain classes of country dwellers. He makes the most patient analysis of the farm-tenant problem and proposes without qualification the elimination of tenancy from the American farm. This he would accomplish by a land tax and a farm

board—which apparently is proposed in the interest of eliminating speculation—and by a system of rural credit, of which we have now the beginning.

The writer of Rural Sociology is a man with an open mind, a fine hand for details, a capacity of delicate weighing of evidence and the ability to present his conclusion without dogmatism and in inspiring completeness.

WARREN H. WILSON.

SECOND WIND

By Freeman Tilden. B. W. Huebsch. 169 pp. Price \$1; by mail of the SURVEY \$1.10.

"But don't buy that farm till you have read this book," says the cover. After you have read it, you will probably conclude to buy only three acres, and not to be a "farm eater."

It is the story of all the "unremitting toil" which for years "brought no rewards save the subsistence of day to day," which is the usual lot of the farmer who tries, with too much land and too little capital, to do too many things. (To be sure, that's all the average city worker gets, and gets with less liberty.) The gloomy picture is relieved by a pictorial literary style that makes the book readable, and by our recognition of the indomitable courage and common sense of the hero, Hadlock. He finally wins out, after incredible hardships, by specializing—on feeding for milk.

Second Wind is not a portrait title, nor a happy one; it refers to the protesting surrender of nature's resistance to overstrain, which seems to us a new strength, but which is really acquiescence in wasting the principal of our vigor to attain an immediate object. Nevertheless, Hadlock's philosophy is sound and inspiring.

There is a lot of instruction in the book, which aims to tell the tale, not to provide "food for thought." People do not need food for thought until they get some thought.

BOLTON HALL.

SOCIAL INSURANCE; AN ECONOMIC ANALYSIS

By Robert Morse Woodbury. Henry Holt & Company. 171 pp. Price \$1.25; by mail of the SURVEY \$1.33.

Contrary to general expectations, our entrance into the war did not wipe out the results of the growing propaganda for social insurance. With eight states studying the entire field or some of its branches through official commissions, with the startling evidence of physical deficiency disclosed by the drafting boards, and with the comprehensive plans of the War Department of compensation and insurance for army and navy receiving the approval, not only of the President, but also of the venerable leader of the American Federation of Labor, who until now has been the greatest effective opponent of the social insurance movement, one may reasonably expect a rapid development of constructive legislation immediately following the conclusion of hostilities.

Professor Woodbury's compact little essay is therefore to be welcomed because it presents an attempt "to study the question of the burden of insurance critically," the question of which so much was made by the opponents of the health insurance movement last winter. Not only does the author endeavor to solve this complex problem as to the "incidence of social insurance charges," but also "to reach a reasoned conclusion with respect to the wisdom of a policy of social insurance." The conclusions, briefly stated in the three pages of the last chapter, are in entire harmony with every argument which the advocates of social insurance, including the reviewer, have been making for several years. The author finds that instead of destroying thrift, social insurance will rather encourage and stimulate it; that com-

pulsory insurance against sickness and accident and superannuation is a definite step towards elimination of poverty.

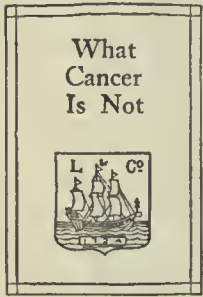
It is to be regretted that the publication of the book, written as a doctor's dissertation in 1915, has been delayed so long with resulting disregard of recent events, which must be irritating to the informed reader and limit the usefulness of the book to the non-initiated. There is also a certain youthful recklessness of statement in regard to some very broad principles, which is particularly objectionable in what is intended to be a calm scientific inquiry. Thus, for instance, we are told that "social insurance, strictly speaking, is not insurance at all," a phrase which is essentially a phrase only. The author thinks that (page 21) "we are still predominantly agricultural" and that only in the eastern manufacturing and in the mining states "a permanent working class has begun to appear." On page 110 we learn that German capital is loath to invest in foreign industries, as compared with American capital.

Notwithstanding these somewhat irritating slips, Professor Woodbury's study may safely be recommended as the first serious effort to analyze the problem of cost. It may be hoped that further studies will follow on the basis of American rather than European experience.

I. M. RUBINOW.

NOTES ON THE CAUSATION OF CANCER.

By Rollo Russell. Longmans, Green & Co. 116 pp. Price \$1.25; by mail of the SURVEY, \$1.37.



The author of this posthumously published work is one of those laymen who have long been interested in investigating a long statistical lines the conditions underlying the widespread occurrence of cancer among all people. While he had to a certain extent a scientific training, such as was given by

the English universities in the early seventies, had traveled widely, and had collected opinions from medical writers bearing on the relation of cancer to food and drink, his statistical ability, as he himself acknowledged, was not very great, and the observations which he made, being isolated records of a few cases, cannot be accepted as definitely proving the correctness of his theory as to the causation of cancer. Generalizations like the following are quoted to show that tea and coffee play a part in the etiology of the disease: "Dr. Eli Jones, of America, states that his country has become a nation of tea-drinkers, and that three out of five persons have some form of dyspepsia."

Such an observation has the same importance in the study of cancer as would the note that in America three out of five persons had blue eyes.

Russell also makes the statement that the high rate of cancer among Scottish ministers as compared to the English clergy is due to the fact that the former consume large quantities of strong tea. If there be a high rate of cancer among the Scotch ministers, it will be found in all probability to be correlated with their long life and consequent high distribution in the upper age groups, rather than with their tea-drinking. In fact, the whole book, while interesting as a collection of scattered opinions, cannot be regarded as of any scientific importance in the discussion of either the occurrence or the increase of cancer.

The fact that peoples of widely differing habits of life, with diets varying from pure

vegetarianism to one composed almost entirely of meat, all suffer from cancer in about the same proportion, as is shown when accurate figures of the numbers of births and deaths in the community and accurate certifications of the causes of death are obtainable, proves that excess of any type in either food or drink has nothing to do with the appearance of cancer.

Unfortunately, the investigations of 4,000 years have not as yet enabled us to make a

more positive statement than that we do not at the present time know anything about the cause of cancer. We do know that cancer frequently follows chronic irritation in persons who have reached the cancer age, but we know, also, that it does not inevitably follow such chronic irritation and that there is still a factor behind all our superficial information, to discover which is the real cancer problem.

FRANCIS CARTER WOOD, M. D.

Communications

CALIFORNIA'S SCHOOL TERM

TO THE EDITOR: In justice to California and to those here who are trying to maintain existing standards of child care during the war, I think that one statement in Mr. Lane's article in the SURVEY for August 4 should be expanded. Speaking of California, Mr. Lane says, "the legislature granted power to the state board of education to reduce the school term to six months when necessary for agricultural or horticultural purposes. The term is now legally six months, but it is actually much longer in many places."

This act was passed by the legislature, though how it happened no one seems to know. We are just awakening to the fact that this law is on our statute books. However, the state board of education has steadfastly refused to use the power given it, in spite of immense pressure brought to bear on it by vested interests.

Setting the date for opening the fall term of school rests with the local school boards, provided they fix the time so that the required number of days of school may be held between the time appointed and July 1 of the following year. October 1 is the latest date that schools can open to meet this requirement. There has been much pressure brought to bear in certain communities to postpone the opening of schools till that date.

An inquiry was made recently to determine whether or not there had been delay in opening our schools. It revealed the fact that in a few places the local authorities were postponing the opening of schools from one to three weeks. It is, however, not a common practice.

The real situation has not been altered to any extent, therefore, by the legislation referred to by Mr. Lane. Education has not been interfered with to any appreciable extent, I am happy to report.

PHYLLIS McDONALD.

Berkeley, Calif.

BY A DRAFTED MAN

TO THE EDITOR: Since I received notice that I have been drafted and must appear for a physical examination, I have been asking myself just what are the reasons why I shall insist on exemption. I have called myself a conscientious objector, but I find that this does not satisfy me.

In the first place, I cannot locate or define conscience. I think I understand the faculty of reason, or at least am aware of such a faculty; but conscience escapes me. And then, too, I am not satisfied with being against anything. We live by virtue of concrete, positive acts. While to be against anything is negative, and negation is nothing. And, as everyone must be for some-

thing, for me to say I am against war does not truly reveal my position.

The more I think of this matter the more unsatisfactory I find the present statement of my case. And while I now refrain from killing even a spider, yet I have never really been opposed to killing a man. That has never entered my mind as a possibility.

So I see now, plainly, that I am not actually opposed to war and killing. Rather I am for a new social order. Having studied life and seen that the purpose of man's life is to bring comparative order out of comparative chaos, and that morality is that part of order which embraces the conduct of man, it is natural that I should be active in promoting a way of life which is more orderly than the present system of organized selfishness.

From a study of man's nature I conclude that man is happiest when he lives in harmony with his fellows. This is indicative to me of the fact that harmony or love is the same thing as order. This is fundamental. The nearer the conduct of man approaches a stage of brotherly love the nearer he approaches a life of order, wisdom and happiness. This is as "scientific" and demonstrable as mathematics. And inasmuch as peace, concord, harmony, order can exist only where there is goodness, generosity, wisdom, it follows that wherever war, discord, disorder exists there must be selfishness and ignorance. It is not necessary that I place my finger on the particular bit or kind of selfishness and ignorance which caused this particular war, because it follows as a matter of cause and effect, and we know it to be true just as we know that where there is light the sun must vibrate, or where there is sound there must be vibration, or where there is plan there must be order.

Therefore, I, being for order, cannot be for disorder. I, being for generosity, cannot be for selfishness. I, being for love, wisdom, and recognizing my own reason as the only guide of action, cannot be for hate, ignorance, or for anything which would necessitate my ignoring my reason and acting as though I lacked one. I, being for peace and all its blessings, cannot be for war and all its horrors. It is not that I am *against* war so much as that I am *for* peace. Rather it follows that being for peace I cannot also be for war.

Some people have so little common sense that they think they can be for peace and war at the same time. But one cannot any more be for peace and war at the same time than he can at once be both awake and asleep, or in the light and the dark, or dry and wet, or white and black, or sick and well, or wise and ignorant, or any other two things which are opposites. It follows that if a person is one thing he cannot be

its opposite. This is self-evident, obvious, apparent, unmistakable. So about war: if I am for peace, I cannot be for war. Nor can anyone else. There is a definite number of people in the world, all of whom are either for peace or for war. Where there is life there is no such thing as impartiality, neutrality or passivity. Hence every effort I put forth for peace must naturally lessen the number of adherents of war; and every effort another puts forth for war must in the same manner lessen the extent of peace.

Accordingly, I have reasoned out my position. I have given a true representation of it. It is essentially constructive, positive. I am not against war; but I am for peace. I am not against killing men or lessening life; but I am for saving and increasing life. I am not against autocracy; but I am for the essence of democracy, the right of every man to decide his own destiny, and to an equal share in our common heritage. Having but one passion, humanity, I refuse to blind my eyes to the present brutalities and injustice in order to dwell on vague and sentimental thoughts of a possible future good. I see time and space as infinite and believe the only time and place for us to do good deeds is the here and now. My attitude is positive, creative. I do not obstruct. I lead. I'm not *against* anything; I'm *for* something. I do not act of free will, but of necessity.

This is clear, simple, reasonable and consistent to me. Being possessed of a reason and, therefore, able to see only wisdom in perpetual peace, order, harmony, concord, amity, I am actively engaged in promoting this state of things among men; hence, it is obvious that I cannot engage in fighting and killing, which is disorder, chaos, nothingness, the limit of foolishness and irrationality, and the opposite of everything I strive for.

WALTER C. HUNTER.

Marblehead, Mass.

CONSCIENTIOUS OBJECTORS

TO THE EDITOR: I beg leave to express to you my gratitude for your publication [the SURVEY for August 4] of the plea for conscientious objectors of the war by Norman Thomas. It seems to me that Mr. Neuman, in his letter August 18 [page 447], so far from strengthening the position of Mr. Thomas, completely surrenders the case for pacifism. He compares those "members of the community who share the benefits of a war which they count unrighteous" to those who use coal which they did not themselves dig. "Are we shirkers," he asks, "when we choose not to dig coal or face death in a steel mill?"

The toil and the risk of the coal-miner and the steel-mill worker are indispensable to the social weal. But we cannot all dig coal. If my physical strength, my training, my location, are such that I can serve society more effectually by doing some other useful work, then I ought not to be a coal-miner or steel-worker. But if the circumstances and my qualifications constitute a just social demand that I engage in one of those hard and dangerous employments, of course I ought to do it, and I am a "shirker" and a coward if I do not, and should be ashamed of myself.

Similarly, if war brings benefits to society, and I am of military age and proper physique, I ought to enter military service. Mr. Neuman's argument assumes that war does produce "benefits" in the same sense that coal-mining or steel-making does. If that is true, then it is ridiculous to condemn war as "unrighteous." It has never occurred to anyone to have "conscientious" objections to digging coal. If war is beneficial, that fact makes it righteous. If, on the contrary, it is injurious, that fact makes it unrighteous. To denounce it as "unrighteous," and at the

same time to claim that in spite of ourselves we cannot escape a share of its "benefits," is a surprising confusion.

I venture to add that, in my opinion, there is a like confusion at the bottom of Mr. Devine's sharp rebuke of conscientious objectors in the First Obligation, [August 18, page 438]. Mr. Devine distinctly assumes that truth can be defended, humanity championed, internationalism builded, democracy safeguarded, by the method of war. If that assumption be granted, Mr. Devine's severe condemnation is amply justified. But assumption is not proof. The pacifist denies the truth of what Mr. Devine treats as self-evident. To say a thing is so does not make it so, even though the assertion be repeated many times, in forms rhetorically effective.

For example, Mr. Devine asserts flatly that "in order that we may live peacefully hereafter with Germans, the first consideration is to win this war against the military autocracy of Germany." Now—I may be mistaken, I may be foolish, but, at any rate, I am honest in disagreeing with that assertion. I think, with President Wilson, that: "Victory would mean peace forced upon the loser, a victor's terms imposed upon the vanquished. It would be accepted in humiliation, under duress, at an intolerable sacrifice, and would leave a sting, a resentment, a bitter memory, upon which terms of peace would rest, not permanently, but only as upon quicksand."

I honestly think that President Wilson's opinion is better grounded in the facts of human nature and of history than Mr. Devine's opinion. Therefore, because I desire a lasting peace with Germany, I do not want my country to "win this war." I want a "peace without victory" for either side, that it may endure. My motive is exactly the same as Mr. Devine's. If I am wrong, and deserve pity for failing "in the greatest crisis of all history," I should be pitied for my intellectual deficiency, not for any moral shortcoming.

The pacifist denies absolutely the assumption which the apologists for war constantly make. He holds with John Hay that "war is the most ferocious and futile of human follies." He cannot see that labeling a war as a "war for humanity" or a "war to make the world safe for democracy" or "our war" changes its character in the least. He believes that war is the worst scourge of humanity, the chief obstacle to democracy and to human progress in general. He looks upon the effort to end war by means of war as no more reasonable than the attempt to cure a case of delirium tremens by giving the sufferer whiskey.

If the pacifist is mistaken, give him enlightenment, not rebuke. Until his mistake is pointed out to him he will perhaps humbly trust that, despite the scorn of many of the wise, mighty and noble, he may be numbered among the "children of God," the "peacemakers" whom the Master of all Christians pronounced blessed. If he cannot be classed with the "stern, unsentimental, stout-hearted fighting men" for whom Mr. Devine claims the beatitude, he may find consolation in the fact that the Master himself could not be classed with them either. He is not yet willing to use the title which Mr. Devine's doctrine seems to demand, and consider himself a disciple of the "Prince of Enforced Peace."

HENRY W. PINKHAM.

[Minister Unitarian Congregational Society.]
Melrose, Mass.

TO THE EDITOR: Having once already set myself openly in opposition to the writer of Social Forces in War Time, I certainly should not in my own person repeat the ungracious act so soon. But his recent estimate of "conscientious objectors" recalls so vividly by way of contrast an English estimate

which I have lately seen, that I am impelled to quote the latter for the purpose of comparison.

Mr. Devine says: "War has its own dangers, physical and social, both in defeat and in victory. . . . About the least useful of all people, however, in the defense against such dangers will be those who stand aloof from the emotions and do not share affirmatively in the national undertaking."

Captain Gwynn, M. P., says: "These are people who are not a blight upon the community; they may very probably prove to be the very salt of the community. I am speaking now as one who has seen war. I think that everybody who has seen war has one governing desire, and that is to see war abolished from the world. I am not at all sure that these people . . . may not be the best people to help in the fight to make an end of war. There is one thing that nobody can deny them—I am speaking now . . . of the real conscientious objector, . . . and that is courage, the most difficult form of courage in the world, the courage of the individual against the crowd. That is a courage which every state would do well to protect and guard. That is the courage which, above all others, makes for freedom."

R. G. HENSHAW.

Wickford, R. I.

TO THE EDITOR: The First Obligation, in your issue of August 18, might well be left to make its appeal to those who look to the SURVEY for leadership and inspiration in social reform during war-time. Its dignity, temperance and broad vision cannot fail to impress even those who are not yet awake to the tremendous nature of the present war, in its possible set-back, by a failure to overthrow imperialism and militarism—of all the moral, social and economic progress of democracy in the life of the nation, and human brotherhood.

An individual may be pardoned for adding, as a personal testimony to the gentler judgment befitting editorial responsibility, the evidence that those who have failed to respond to the call of the President's immortal "declaration" are not merely exercising a "divisive, paralyzing influence" in their own war against the loyal, by shooting out their arrows, even bitter words against them, but are sometimes unconsciously putting a sword into the hand of the enemy.

ERVING WINSLOW.

Boston.

WHAT ARE WE FIGHTING FOR?

TO THE EDITOR: In the SURVEY for August 18, Mr. Devine bases a demand for unqualified moral support of the war on "the very justice of the national cause, the supreme importance of the issues at stake." I desire to be advised what is the national cause, and what are the issues at stake.

I am of New England English stock, and have always regarded England as my second country, with an affection only second to my affection for the land of my birth. When England has done a shameful thing, as in conquering the Boers or joining with Russia to suppress the democratic movement in Persia, I have been ashamed almost as if my own country had done it. My opinion of the conduct of the Teutonic powers, from July, 1914, to the present day, agrees substantially, I suppose, with Mr. Devine's.

Yet I do not know what we are fighting for. There are other readers of the SURVEY in the same doubt, who would be gratified, as I should, by Mr. Devine's setting forth in its columns what he conceives the purposes of the United States to be.

In order to help people in my state of mind, such a statement would have to be substantially free from rhetorical ornament, and would have to consist of a clear state-

ment of the ends which may be attained by the participation of the United States in the war. It might be of some academic interest to consider such questions as whether we took up arms in 1917 because Serbia or Belgium was wronged in 1914 and whether we are fighting for our "honor" in the sense of "the code of honor," that is, by way of avenging an insult, in the manner of a duelist.

To me, however, it appears that the rational grounds for war must lie in a desired future rather than in the past. Moreover, in the light of this war's experience, not much weight can be laid on promises regarding the conduct of future wars. An agreement, for instance, that private property of enemies should not be captured or destroyed at sea, or that submarines should not be used, would be broken as soon as either belligerent saw gain in breaking it. Such agreements may well enough be made for pious satisfaction, but they are surely not worth fighting for. No end, however good in itself, can be worth fighting for unless it can be made at once an accomplished fact, like a transfer of territory, or at least can be in some fashion enforced during peace, as perhaps a reduction of armaments may be.

The question may be stated thus: On the securing of what ends should the United States be ready to make peace and to urge peace upon its allies? Without trying to list all possible answers to this question, I will suggest some: Limitation of armies, and of military and naval armaments; expulsion of the Hohenzollerns; establishment of a republic in Germany; freeing of Belgium; freeing of Serbia; freeing of the occupied provinces of France; return of Alsace-Lorraine, or some part thereof, to France; acquisition of the Trentino by Italy; acquisition of Dalmatia by Italy; acquisition of territory at the eastern end of the Mediterranean by Italy or France or both; an autonomous Poland, including Prussian Poland or Galicia, or both; determination of the status of all disputed territories by plebiscite of their inhabitants; retention by Great Britain of the German colonies; payment to Belgium and France, by Germany, for damage done therein; a fund (according to the Russian proposal) for the restoration of all the devastated countries, to be furnished by all the belligerents in proportion to their war expenditures; a punitive indemnity to be levied on Germany and her allies; how much?

We have had a sufficiency of rhetoric: "to make the world safe for democracy," or, as Mr. Devine says in the article now in question, "to build a lasting international peace," to be "exponents of civilization where it is threatened, the champions of humanity, the defenders of truth." Mr. Devine knows, if he will stop to think, that what he says we are fighting for is what the Germans say they are fighting for. We need a program of tangible rather than rhetorical ends. In specific terms such as I have suggested above, I shall be glad, and I am sure many readers of the SURVEY will be glad, if Mr. Devine will say what he hopes the United States will effect by participating in this war, and on what terms it should be ready to make peace.

CHARLES E. EDGERTON.

Washington.

P. S. Since I sent you my appeal for light on our aims in this war, public knowledge has been much advanced by the President's reply to the Pope. Mr. Wilson there says plainly that we are not fighting to enforce punitive damages, nor for the dismemberment of empires. This appears to be a substantial endorsement of the Russian proposal—no forcible annexations, no punitive indemnities. It also seems to meet the views

of the more democratic-minded among the German people. If one rejoices in such a declaration, one may regret that the President did not see his way to make it earlier, in his communications to the Russian provisional government.

The one specific end which the President sets up to be obtained by our participation in the war—as when he invited Congress to declare war, but somewhat more clearly now—is a change in the political constitution of Germany. C. E. E.

MME. BRESHKOVSKY'S ADDRESS

TO THE EDITOR: Madame Catherine Breshkovsky, the "grandmother of the Russian revolution," has lately expressed the wish that she might hear oftener from her friends in America. Letters addressed to her at the Hotel Central, Moscow, Russia, will be forwarded.

The government has placed at her disposal a private car on the railroad, and she is going about the country making addresses to the thousands who everywhere crowd to hear her.

She writes that, as her voice is no longer adequate to say all that she wishes, she takes along with her a "grandson," who finishes the speeches that she begins.

Madame Breshkovsky from the first has urged a vigorous prosecution of the war.

ALICE STONE BLACKWELL.

Chilmark, Mass.

FROM A DISSENTER

TO THE EDITOR: In his description of the earthly paradise created in Yucatan by Governor Alvarado, G. B. Winton [the SURVEY for August 11, page 416] says: "Many buildings that had been used as churches were bought and converted into school houses."

"Bought"?

There is some mistake here, I think. Does not Mr. Winton mean—well, see the New Thesaurus (Roget & Mawson, Current Literature Co., New York) 791, page 265, for appropriate synonyms, and take your choice among them.

Please do not insult our intelligence too grossly!

THOMAS F. WOODLOCK.

Mt. Vernon, N. Y.

JOTTINGS

MAINE seems, by the latest reports, to have defeated woman suffrage at the special election held this week.

STUART A. QUEEN, secretary of the State Board of Charities and Corrections of California, will become director of the Texas School of Civics and Philanthropy at Houston on October 1.

THE Danish supreme court has confirmed a judgment forcing the repayment of strike benefit amounting to 240 kroner (about \$65) by a former member of a trade union who returned to work before the union had declared the strike ended.

A PSYCHOPATHIC clinic for the county court at Albany, N. Y., will be proposed to the next state legislature. A bill calling for the expenditure of \$5,000 a year is fathered by Judge George Addington on the basis of results obtained through the voluntary examinations by Dr. Clinton McCord.

MANUAL training in New Zealand is now

being supplemented by school visits to industrial establishments. The Auckland Association of Manufacturers has entered into an agreement with the school authorities to systematize such visits, to permit detailed investigation of their works by pupils and to give such information and demonstrations as may be desired to make the visits of maximum educational value.

ELIZABETH KELLY has been appointed director of a campaign to wipe out adult illiteracy in North Carolina. A state appropriation of \$25,000 a year for the next two years for this purpose is to be supplemented by county appropriations.

EVERY drafted man found to be afflicted or threatened with tuberculosis is followed up by the Wisconsin Anti-Tuberculosis Association. "Never before," says Dr. Hoyt E. Dearholt, executive secretary of the association, "in the nation's history has there been such an opportunity to discover the actual existing cases of tuberculosis."

RAYMOND ROBINS of Chicago has been left in charge of a permanent commission in Petrograd by the American Red Cross Commission to Russia, which started home last week. Graham Romeyn Taylor of the SURVEY staff, who went to Russia fifteen months ago to do relief work among interned Germans and Austrians under the American embassy at Petrograd, is now associated with Mr. Robins, following intervening service with the official American commission of which Elihu Root was the head.

AN AWARD of \$20,000 has been offered by the National Institution for Moral Instruction for the best method of character education in public schools. Competition is limited to a group of nine research students in each state. The prize will be divided among the members of the state group that submits the winning plan. The competition will run for a year from Washington's Birthday. David Snedden, professor of social education at Teachers' College, New York city, is chairman of the board of directors of the institution and Milton Fairchild is chairman of the executive committee. Headquarters are at 3730 McKinley street, Washington.

EAST AFRICAN employers of farm labor have become alarmed by an increase of wages which threatens to be permanent. Indeed, this increase exceeds a rate of 100 per cent. "Good men," formerly paid \$1.95 per month and perquisites valued at about \$1.95 per month, have become porters in army service, and less efficient men now are paid from twelve to fifteen rupees (\$3.89 to \$4.87) per month. The explanation given by the American consul at Mombasa why such compensation represents a fair wage, namely that "the average native African laborer is only about one-fifth as efficient as the white workman and requires much more supervision" has a familiar ring to it.

THE New York State Board of Charities has announced the appointment of heads of three of the four divisions created by the legislature last spring. Clarence E. Ford, formerly inspector for the board, becomes head of the division of medical charities; James H. Foster, formerly assistant secretary of the American Social Hygiene Association, becomes head of the division of children; and Dr. Chester Carlyle, senior assistant physician at King's Park State Hospital for the Insane, becomes head of the division of mental defectives and delinquents. The fourth division, that of adult wards, has been consolidated with the position of the superintendent of state and alien poor, now filled by Robert W. Hill.

BUFFALO social workers are still chuckling over the latest case of confusion between Frederic Army, president of the National Conference of Charities and Correction last year and secretary of the Buffalo Charity Organization Society, and his twin brother, Frank. In Buffalo everyone says that what Frank does, Frederic eventually will do. So, when Frank recently went to the hospital for a minor operation, all the mutual friends asked what would happen to Frederic. It happened in two weeks. Frederic went to the same hospital and had his appendix removed. Now the twins are both up and out, smiling and happy.

THE United Committee on War Temperance Activities in the Army and Navy, recently formed at the proposal of the Federal Council of Churches, and comprising prominent temperance organizations, both Catholic and Protestant, will send to various camps a stereopticon which automatically shows slides picturing the effects of alcohol on war-work. Prominent speakers have also been secured to explain the slides. The announcement states that "to assist in meeting the menacing conditions that our army will face in the rum and wine rations of Great Britain and France, an investigation is now being carried on and a commission may be sent abroad." The executive secretary is the Rev. Harley H. Gill, formerly of Niles, Cal.

THE BUILDING OF CITIES, by Harlean James, reviewed in the SURVEY for July 28, has been chosen by the Dallas Board of Education as a textbook for school instruction in the principles of city planning, which is to be introduced as part of the supplementary reading work in connection with "some of the existing courses." Contrary to the opinion expressed by the reviewer, J. M. McCormick, president of the board, holds that "the matter of the city plan forms one of the most important problems of our civic life and should be given proper attention in our schools. The children should be taught the nature and importance of city planning. They should know what has been done in other cities, what can be done and what should be done in our own, in order that they may think and act intelligently upon such matters when they grow up and take their part in the affairs of the community as citizens."

EMERGENCIES—why, for them the Travelers' Aid Society has existed. But the Philadelphia Travelers' Aid Society agents feel as if they had never known the meaning until the spring and summer of 1917. The lost coin, the runaway boy, the stranded old woman and even the white-slave case are simple compared with the unaccustomed and baffling developments of this year. Scarcely had the spring passed with its trainloads of southern Negroes bound for everywhere but liable to remain in the station in amiable huddles, when the summer brought its pathetic search for sailor and soldier lads. A mother journeys from the Middle West only to find that her son had been transferred before her arrival and she is alone without the promised carfare for her return. A young girl comes to marry a soldier friend—he has changed his mind; a wife travels to bid her husband farewell but does not know whether he is a guardsman, a marine or what not. Everything must be done quickly and yet through all the haste of action, the awful loneliness of the stranger must be remembered. The constant transfer of men, the lean purses and desolate plight of their friends has brought out speed and resourcefulness hitherto unknown.

COMING MEETINGS

[Fifty cents a line per month; four weekly insertions; copy unchanged throughout the month.]
AMERICAN PUBLIC HEALTH ASSOCIATION, WAR MEETING, Washington, D. C., Oct. 17-20. Headquarters, Hotel Willard. Acting secretary, A. W. Hedrick, 126 Massachusetts Ave., Boston, Mass.

PERIODICALS

Fifty cents a line per month; four weekly insertions; copy unchanged throughout the month.

A. L. A. Book List; monthly; \$1; annotated magazine on book selection; valuable guide to best books; American Library Association, 78 East Washington St., Chicago.

American Red Cross Magazine; monthly; \$2 a year; Doubleday, Page & Co., publishers, New York.

American Journal of Public Health; monthly; \$3 a year; 3 months' trial (4 months to SURVEY readers), 50 cents; American Public Health Association, 126 Massachusetts Ave., Boston.

A Voice in the Wilderness; \$1 a year. A magazine of sane radicalism. At present deals particularly with our autocratic suppression of free speech, free press and peaceable assembly. An indispensable magazine to the lover of liberty. 12 Mount Morris Park, New York City.

Better Films Movement: Bulletin of Affiliated Committees; monthly; \$1; ten cents an issue. Information about successful methods. Address National Committee for Better Films, or National Board of Review of Motion Pictures, 70 Fifth Ave., New York.

The Child Labor Bulletin; quarterly; \$2 a year; National Child Labor Committee, 105 East 22 street, New York.

The Club Worker; monthly; 30 cents a year; National League of Women Workers, 35 East 30 St., New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher, 70 Fifth Ave., New York.

The Critic and Guide; monthly; \$1 a year. Devoted to medical sociology, rational sexology, birth control, etc. Wm. J. Robinson, M.D., Editor. 12 Mount Morris Park, New York City.

The Journal of Home Economics; monthly; \$2 a year; foreign postage, 35c. extra; Canadian, 20c.; American Home Economics Association, 1211 Cathedral St., Baltimore, Md.

The Journal of Negro History; quarterly; \$1 a year; foreign subscriptions 25 cents extra; concerned with facts not with opinions; Association for Study of Negro Life and History, 1216 You St., N. W., Washington, D. C.

Life and Labor; \$1 a year; a spirited record of the organized struggle of women, by women, for women in the economic world. Published by The National Women's Trade Union League, Room 703, 139 North Clark street, Chicago.

Mental Hygiene; quarterly; \$2 a year; National Committee for Mental Hygiene, 50 Union Square, New York.

National Municipal Review; monthly; \$5 a year; authoritative, public spirited, constructive; National Municipal League; North American Bldg., Philadelphia.

The Negro Year Book; an annual; 35c. postpaid; permanent record of current events. An encyclopedia of 41 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full index. Published under the auspices of Tuskegee Institute, Tuskegee, Ala.

The Playground Magazine; monthly; \$2; Recreation in Industries and Vocational Recreation are discussed in the August Playground. Problems involved in laying out playgrounds are taken up in detail by A. E. Metzdorf, of Springfield, Mass. Price of this issue \$50. Playground and Recreation Association of America, 1 Madison Ave., New York.

Proportional Representation Review; quarterly; 40 cents a year. American Proportional Representation League, 802 Franklin Bank Bldg., Philadelphia.

Public Health Nurse Quarterly, \$1 a year; national organ for Public Health Nursing, 600 Lexington Ave., New York.

Social Hygiene; a quarterly magazine; \$2 per year; The Social Hygiene Bulletin; monthly; \$.25 per year; both free to members; published by the American Social Hygiene Association, 105 W. 40 St., New York.

Southern Workman; monthly; illustrated; folk song, and corn club, and the great tidal movements of racial progress; all in a very human vein; \$1 a year; Hampton Institute, Hampton, Va.

The Survey; once a week, \$3; once a month, \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

CURRENT PAMPHLETS

[Listings fifty cents a line, four weekly insertions, copy unchanged throughout the month.]

Order pamphlets from publishers.

ATHLETICS FOR ELEMENTARY SCHOOL GIRLS. By Ethel Rockwell, Supervisor and Director Girls' Gymnasium, Public Schools, Kalamazoo, Michigan. Price Fifteen Cents. Playground and Recreation Association of America, 1 Madison avenue, New York city.

NEW NATIONAL CONFERENCE PAMPHLETS

No. 92 RURAL SOCIAL WORK. William T. Cross (8 cents).

No. 95 PUBLIC HEALTH AS A SOCIAL MOVEMENT. Irving Fisher (12 cents).

No. 96 THE BEARING OF PSYCHOLOGY ON SOCIAL CASE WORK. William Healey, M. D. (8 cents).

No. 97 INTENSIVE AND CONSTRUCTIVE JOURNALISM IN HEALTH EDUCATION; AN EXAMPLE. C. E. Terry, M. D. (8 cents).

No. 98 THE RELATIONS OF FOOD ECONOMICS TO THE NUTRITIVE VALUE OF THE DIET. Lucy H. Gillet (6 cents).

No. 99 THE PUBLIC HEALTH PROGRAM OF THE PRESENT DAY. William Charles White, M. D. (8 cents).

No. 100 THE AFFORTIONMENT OF THE HEALTH BUDGET. Franz Schneider, Jr. (8 cents).

No. 101 THE POSSIBILITIES AND LIMITATIONS OF SPECIAL TAXATION OF LAND. Arthur N. Young (8 cents).

No. 102 THE SIGNIFICANCE TO THE CITY OF ITS LOCAL COMMUNITY LIFE. Mary E. McDowell (6 cents).

No. 103 POSSIBILITIES AND OPPORTUNITIES OF FEDEERATION, OR COUNCILS OF SOCIAL AGENCIES. Sherman C. Kingsley (8 cents).

No. 104 THE NEGRO AND THE NEW ECONOMIC CONDITIONS. R. R. Moton (6 cents).

No. 105 FINANCING CHARITIES IN WAR TIME. Samuel McCune Lindsay (6 cents).

No. 106 ILLEGITIMACY IN EUROPE AS AFFECTED BY THE WAR. Emma O. Lundberg (8 cents).

No. 107 THE PROGRESS OF FINANCIAL FEDEERATIONS. William J. Norton (6 cents).

No. 108 A BUSINESS MAN'S CRITICISM OF THE PRESENT ORGANIZATION OF SOCIAL SERVICE. Fred A. Geier (6 cents).

No. 109 MOBILIZING THE CHURCHES FOR COMMUNITY SERVICE. Rev. Roy B. Guild (8 cents).

No. 110 AGENCIES OF SOCIALIZING THE RURAL MINN. Professor Ernest R. Groves (8 cents).

No. 111 THE RELATIVE VALUE OF PREVENTION AND TREATMENT OF ALCOHOLISM. H. W. Mitchell, M. D. (8 cents).

No. 112 DISTRIBUTIVE CO-OPERATION. James Ford (6 cents).

No. 113 THE INSTITUTIONAL CARE OF THE INJURED. I. L. Nascher, M. D. (8 cents).

No. 114 THE IDEALS OF FINANCIAL FEDERATION. Fred R. Johnson (6 cents).

No. 115 COMMUNITY ORGANIZATION FOR MENTAL HYGIENE. Owen Copp, M. D. (8 cents).

No. 116 RECENT PROGRESS IN DETERMINING THE NATURE OF CRIME AND THE CHARACTER OF CRIMINALS. Bernard Guецk, M. D. (10 cents).

No. 117 SOME MENTAL PROBLEMS AT SING SING. Bernard Guецk, M. D. (6 cents).

No. 118 THE CITY AND ITS LOCAL COMMUNITY LIFE. Robert A. Woods (6 cents).

No. 119 THE DESIRABILITY OF MEDICAL WARRENS FOR PRISONS. E. E. Southard, M. D. (8 cents).

No. 120 ZONES OF COMMUNITY EFFORT IN MENTAL HYGIENE. E. E. Southard, M. D. (8 cents).

Order by number. Send remittance with order. Address National Conference of Social Work, 315 Plymouth Court, Chicago.

PAMPHLETS ON TUBERCULOSIS

TUBERCULOSIS DISPENSARY METHOD AND PROCEDURE. By F. Elisabeth Crowell. A pamphlet showing how to establish and conduct a tuberculosis clinic. Price twenty-five cents.

TUBERCULOSIS HOSPITAL AND SANATORIUM CONSTRUCTION. By Thomas S. Carrington, M.D. An illustrated handbook with detailed plans for architects and others interested in the construction of tuberculosis hospitals and sanatoria. Price sixty-two cents postpaid.

WORKINGMEN'S ORGANIZATIONS IN THE ANTI-TUBERCULOSIS CAMPAIGN. A study, with suggestions on the utilization of workingmen in the campaign against tuberculosis. Price twenty cents.

Order from The National Association for the Study and Prevention of Tuberculosis, 105 East 22 street, New York.

PUBLIC SCHOOLS ATHLETIC LEAGUE. Playground and Recreation Association of America, 1 Madison avenue, New York city. Price Fifteen Cents.

THE SURVEY'S DIRECTORY OF SOCIAL AGENCIES

SURVEY



ASSOCIATES
INC.

KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corresponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your community or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall endeavor to get your inquiry into the right hands.

SUBJECT INDEX

Americanization, NML.
 Better Films Movement, NCBF.
 Birth Registration, AASPM.
 Blindness, NCPB.
 Cancer, Ascc.
 Central Councils, AAOC.
 Charities, NCSW.
CHARITY ORGANIZATION
 Amer. Assn. for Org. Charity.
 Russell Sage Fdn., Ch. Org. Dept.
 Charters, NML, SBO.
CHILD WELFARE
 Natl. Child Labor Com.
 Natl. Child Welf. Exhibit Assn.
 Natl. Com. for Better Films.
 Natl. Kindergarten Assn.
 Russell Sage Fdn., Dept. of Child Helping.
 Child Labor, NCLC, AASPM, NCSW, NSPIE, PRAA.
CHURCH AND SOCIAL SERVICE
 (Episcopal) Jt. Com. on Soc. Ser., PEC.
 (Federal) Com. on Ch. and Soc. Ser., FCCCA.
 (Unitarian) Dept. of Soc. and Pub. Ser., AVA.
CIVICS
 Am. Proportional Representation Lg.
 Natl. Municipal League.
 Short Ballot Org.
 Survey Associates, Civ. Dept.
 Civilian Relief, ARC.
 Clinics, Industrial, NCL.
 Commission Government, NML, SBO.
 Community Organization, A1SS.
 Conservation, CCHL.
 [of vision], NCPB.
 Clubs, NLWW.
 Consumers, CLA.
 Cooperation, CLA.
 Coordination Social Agencies, AADC, A1SS.
 Correction, NCSW.
 Cost of Living, CLA.
COUNTRY LIFE
 Com. on Ch. and Country Life, FCCCA, ARC.
 County Ywca.
 Crime, SA.
 Disfranchisement, NAACP.
EDUCATION
 Amer. Library Assn.
 Cooperative League of America.
 Natl. Kindergarten Assn.
 Natl. Soc. for Prom. of Ind. Ed.
 Russell Sage Fdn., Div. of Ed.
 Survey Associates, Ed. Dept., HI.
 Young Women's Christian Association.
 Electoral Reform, NML, TI, APKL.
 Eugenics, ER.
 Exhibits, AASPM, NCPB, NYSHS.
 Fatigue, NCL.
 Feeble-mindedness, CPFM, NCMH.

FOUNDATIONS

Russell Sage Foundation
 Franchises, NML.

HEALTH

Amer. Pub. Health Assn.
 Amer. Assn. for Study & Prev'n't'n Inf. Mort.
 Amer. Social Hygiene Assn.
 Amer. Soc. for Cont. of Cancer.
 Amer. Red Cross.
 Campaign on Cons. of Human Life, FCCCA.
 Com. of One Hund. on Natl. Health.
 Com. on Prov. for Feeble-minded.
 Eugenics Registry.
 Natl. Assn. for Study and Prev't. Tuberculosis.
 Natl. Com. for Ment. Hygiene.
 Natl. Com. for Prev. of Blindness.
 Natl. Org. for Public Health Nursing.
 Natl. Soc. Hygiene Assn.
 New York Social Hygiene Society,
 NCSW, NCWEA,
 Survey Associates, Health Dept.
 Health Insurance, AALL.
 History, ASNHL.
 Home Economics, AHEA.
 Home Work, NCL, NCLC.
 Hospitals, NASPT.
 Hygiene and Physical Education, YWCA.
 Idiocy, CPFM.
 Imbecility, CPFM.

IMMIGRATION

Council of Jewish Wom., Dept. Im. Aid.
 International Institute for Foreign-born Women
 of the Ywca.
 Natl. Lib. Im. League, NCS, NTAS, TAS.
 Industrial hygiene, APHA.

INDUSTRY

Amer. Assn. for Labor Legislation.
 Industrial Girls' Clubs of the Ywca.
 Natl. Child Labor Com.
 Natl. Consumers League.
 Natl. League of Wom. Workers.
 Natl. Wom. Trade Union League.
 Russell Sage Fdn., Dept. Ind. Studies.
 Survey Associates, Ind. Dept.
 NCSW, NSPIE.
 Insanity, NCMH.
 Institutions, AHEA.

INTERNATIONAL RELATIONS

Com. on Int. Justice and Good Will, FCCCA.
 Survey Associates, For. Serv. Dept.
 Natl. Woman's Peace Party.
 Labor Laws, AALL, NCL, NCLC.
 Legislative Reform, APRL.
 Liquor, NML.

LIBRARIES

American Library Assn.
 Russ. Sage Fdn. Library.
 Mental Hygiene, CPFM, NCMH.
 Military Relief, ARC.
 Minimum Wage, NCL.
 Mountain Whites, RSF.
 Municipal Government, APRL, NCS, NML.
 National Service, A1SS.
 Negro Training, ASNHL, HI, TI.
 Neighborhood Work, NCS.
 Nursing, APHA, ARC, NCPHS.
 Open Air Schools, NASPT.

PEACE

National Woman's Peace Party.
 Peonage, NAACP.
 Playgrounds, PRAA.
 Physical Training, PRAA.
 Police, NML.
 Protection Women Workers, NCL, NTAS.
 Prostitution, ASHA.
 Public Health, APHA, COHNH, NCPHS.

RACE PROBLEMS

Assn. for Study Negro Life and Hist.
 Hampton Institute.
 Natl. Assn. for Adv. Colored Peop.
 Russell Sage Fdn., South Highland Div.
 Tuskegee Institute.
 ALIL, ER.
 Reconstruction, NCSW.
 Regulation of Motion Pictures, NCBF.

RECREATION

Playground and Rec. Assn. of Amer.
 Russell Sage Fdn., Dept. of Rec.
 NCBF, YWCA.

REMEDIAL LOANS

Russell Sage Fdn., Div. of Rem. Loans.
 Sanatoria, NASPT.
 Self-Government, NLWW.

SETTLEMENTS

Natl. Fed. of Settlements.
 Sex Education, ASHA, NYSHS.
 Schools, AHEA, HI, TI.
 Short Ballot, SBO.
 Short Working Hours, NCL.
 Social Agencies, Surveys of, AAOC.
 Social Hygiene, ASHA, NYSHS.

SOCIAL SERVICE

Amer. Inst. of Soc. Service.
 Com. on Ch. and Soc. Service, FCCCA.
 Dept. of Soc. and Public Service, AVA.
 Joint Com. on Soc. Service, PEC.

SOCIAL WORK

Natl. Conference of Social Work.
 Statistics, RSF.

SURVEYS

Russell Sage Fdn., Dept. Sur. and Ex.
 NCMH, PRAA, NCWEA, NSPIE.

Taxation, NML.

National Travelers Aid Society.

TRAVELERS AID

National Travelers' Aid Society.
 Travelers Aid Society.
 Cjw.

Tuberculosis, NASPT.

Vocational Education, NCLC, RSF.

Unemployment, AALL.

WAR RELIEF

Am. Red Cross.
 Preventive Constructive Girls' Work of Ywca.

WOMEN

Amer. Home Economics Assn.
 Natl. Consumers' League.
 Natl. League of Wom. Workers.
 Natl. Women's Trade Union League.
 Cjw, NTAS, TAS.
 Young Women's Christian Association.
 Working Girls.
 NLWW, TAS.

ALPHABETICAL LIST

AMERICAN ASSOCIATION FOR LABOR LEGISLATION—John B. Andrews, sec'y; 131 E. 23 St., New York. Workmen's compensation; health insurance; industrial hygiene; unemployment; one-day-rest-in-seven; administration of labor laws.

AMERICAN ASSOCIATION FOR ORGANIZING CHARITY—Mrs. W. H. Lotbrop, ch'n; Francis H. McLean, gen. sec'y; 130 E. 22 St., New York. Correspondence and active field work in the organization, and solution of problems confronting, charity organization societies and councils of social agencies; surveys of social agencies; plans for proper coordination of effort between different social agencies.

AMERICAN ASSOC. FOR STUDY AND PREVENTION OF INFANT MORTALITY—Gertrude B. Knipp, exec. sec'y; 1211 Cathedral St., Baltimore. Literature on request. Traveling exhibit. Urges prenatal instruction; adequate obstetrical care; birth registration; maternal nursing; infant welfare consultations.

ASSOCIATION FOR THE STUDY OF NEGRO LIFE AND HISTORY—Carter G. Woodson, director of research; 1216 You St., N. W., Washington, D. C. To popularize the Negro and his contributions to civilization that he may not become a negligible factor in the thought of the world.

AMERICAN HOME ECONOMICS ASSOCIATION—Mrs. Alice P. Norton, sec'y; 1326 E. 58 St., Chicago. Information supplied on anything that pertains to food, shelter, clothing or management in school, institution or home.

AMERICAN INSTITUTE OF SOCIAL SERVICE—Founded by Dr. Josiah Strong. Nathaniel M. Pratt, gen. sec'y. Edward W. Bemis, Robert A. Woods, dept. directors, Bible House, Astor Place, New York. Welcomes inquiries as to all matters of community organization and progress. Members of its staff glad to enter into consultation by correspondence about given conditions or particular projects. Assists in bringing to individual new undertakings the combined results and lessons of the best productive achievement. Ready to aid in securing publications, speakers, temporary or permanent leadership. Particular attention given to requests from communities in which all such effort is at an early stage. Seeks to bring about better cooperation among specialized national organizations, toward securing the more comprehensive local application of their types of service. Promotes the fullest extension of principles and methods which on a limited scale have conclusively shown their power for the upbuilding of the nation.

AMERICAN LIBRARY ASSOCIATION—George B. Utley, exec. sec'y; 78 E. Washington St., Chicago. Furnishes information about organizing libraries, planning library buildings, training librarians, cataloging libraries, etc. List of publications on request.

AMERICAN PROPORTIONAL REPRESENTATION LEAGUE—C. G. Hoag, sec'y; 802 Franklin Bank Building, Philadelphia. Advocates a rational and fundamental reform in electing representatives. Literature free. Membership \$1.

AMERICAN PUBLIC HEALTH ASSOCIATION—Dr. W. A. Evans, pres., Chicago; A. W. Hedrick, acting sec'y; 1039 Boylston St., Boston. Object: to promote public and personal health. Health Employment Bureau lists health officers, public health nurses, industrial hygienists, etc.

AMERICAN RED CROSS—National officers: Woodrow Wilson, President of the United States, president; Robert W. DeForest, vice-president; John Skelton Williams, treasurer; John W. Davis, counselor; Charles L. Magee, secretary; Hon. William Howard Taft, chairman central committee; Eliot Wadsworth, vice-chairman; Harvey D. Gihson, general manager.

Central Committee, appointed by the President of the United States: William Howard Taft, chairman; Eliot Wadsworth, vice-chairman; Robert

Lansing, Secretary of State; John Skelton Williams, Controller of the Currency; Major-General William C. Gorgas, Surgeon-General, U. S. A.; Rear-Admiral William C. Braisted, Surgeon-General, U. S. N.; John W. Davis, Solicitor-General, War Council, appointed by the President of the United States; Henry P. Davison, chairman; Charles D. Norton, Grayson M. P. Murphy, John D. Ryan, Cornelius N. Bliss, Jr.; William Howard Taft, ex-officio; Eliot Wadsworth, ex-officio.

Major Grayson M. P. Murphy, U. S. A., Commissioner to Europe.

Department of Military Relief: John D. Ryan, director-general; Gen. Winfred Smith, assistant director-general.

Department of Civilian Relief: Frank W. Persons, director-general.

Bureau of Medical Service: Lieutenant-Colonel H. C. Connor.

Nursing Service: National Committee, Miss Jane Delano, chairman; Bureau of Nursing Service, Miss Clara Noyes, director; Bureau of Town and County Nursing Service, Miss Fanny F. Clement, director.

Woman's Bureau: Miss Florence Marshall, director.

Supply Service: Frank B. Gifford, director.

THE AMERICAN SOCIAL HYGIENE ASSOCIATION—William F. Snow, M. D., gen. sec'y; 105 W. 40 St., New York. For the repression of prostitution, the reduction of venereal diseases, and the promotion of sound sex education; pamphlets upon request; membership \$5; sustaining \$10.

AMERICAN SOCIETY FOR THE CONTROL OF CANCER—Curtis E. Lakeman, exec. sec'y; 25 W. 45 St., New York. To disseminate knowledge concerning symptoms, diagnosis, treatment and prevention. Publications free on request. Annual membership dues \$5.

COMMITTEE OF ONE HUNDRED ON NATIONAL HEALTH—E. F. Robbins, exec. sec'y; 203 E. 27 St., New York. To unite all government health agencies into a National Department of Health to inform the people how to prevent disease.

COMMITTEE ON PROVISION FOR THE FEEBLEMINDED—Joseph P. Byers, ex. sec'y; Empire Bldg., Phila. Object to spread knowledge concerning extent and menace of feeble-mindedness; initiate methods for control and eradication.

CO-OPERATIVE LEAGUE OF AMERICA—Scott H. Perky, sec'y; 2 W. 13 St., New York City. To spread knowledge, develop scientific methods, and give expert advice on all phases of consumers' co-operation, foreign and American. Annual membership, \$1, includes monthly, "Co-Operative Consumer."

COUNCIL OF JEWISH WOMEN (NATIONAL)—Department of Immigrant Aid, with headquarters, 242 E. Broadway, New York. Miss Helen Winkler, ch'n; gives friendly aid to immigrant girls; meets, visits, advises, guides; has international system of safeguarding. Invites membership.

DEPARTMENT OF SOCIAL AND PUBLIC SERVICE, AMERICAN UNITARIAN ASSOCIATION—Elmer S. Forbes, sec'y; 25 Beacon St., Boston. Reports and bulletins free; lecture bureau; social service committees.

EUGENICS' REGISTRY—Battle Creek, Mich. Board of Registration: Chancellor David Starr Jordan, pres.; Dr. J. H. Kellogg, sec'y; Prof. Irving Fisher, Dr. Chas. B. Davenport, Luther Burbank, Prof. O. C. Glaser, exec. sec'y. A public service conducted by the Race Betterment Foundation and Eugenics' Record Office for knowledge about human inheritance and eugenics. Literature free. Registration blanks for those who desire an inventory, and wherever possible, an estimate of their hereditary possibilities.

FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA—Constituted by 30 Protestant denominations. Rev. Charles S. Macfarland, gen. sec'y; 105 E. 22 St., New York.

Commission on the Church and Social Service; Rev. Worth M. Tippy, exec. sec'y; Rev. Clyde F. Armitage, asso. sec'y; Herbert M. Shenton, special sec'y; Miss Grace M. Sims, office sec'y.

Commission on International Justice and Goodwill; Rev. Sidney L. Gulick, sec'y.

Commission on Inter-Church Federations; Rev. Roy B. Guild, exec. sec'y.

Commission on Church and Country Life; Rev. Charles O. Gill, sec'y; 104 N. Third St., Columbus, Ohio.

Campaign for the Conservation of Human Life; Charles Stelzle, sec'y.

HAMPTON INSTITUTE—G. P. Phenix, vice-prin.; F. K. Rogers, treas.; W. H. Scoville, sec'y; Hampton, Va. "Hampton is a war measure" (H. B. Frissell). Trains Indian and Negro youth. Neither a State nor a Government school. Supported by voluntary contributions. Free literature on race adjustment. Hampton aims and methods.

JOINT COMMISSION ON SOCIAL SERVICE OF THE PROTESTANT EPISCOPAL CHURCH—Address Rev. F. M. Crouch, exec. sec'y; Church Missions House, 281 Fourth Ave., New York.

NATIONAL ASSOCIATION FOR THE ADVANCEMENT OF COLORED PEOPLE—Pres., Moorefield Storey; chairman, Board of Directors, Dr. J. E. Spingarn; treas., Oswald Garrison Villard; dir. of pub. and research, Dr. W. E. B.

Du Bois; act'g sec'y, James Welden Johnson; 70 Fifth Ave., New York. Membership 8,500 with 90 branches.

NATIONAL ASSOCIATION FOR THE STUDY AND PREVENTION OF TUBERCULOSIS—Charles J. Hatfield, M. D., exec. sec'y; Philip P. Jacobs, Ph.D., ass't sec'y; 105 E. 22 St., New York. Organization of tuberculosis campaigns; tuberculosis hospitals, clinics, nurses, etc.; open air schools; Red Cross seals, educational methods.

NATIONAL CHILD LABOR COMMITTEE—Owen R. Lovejoy, sec'y; 105 East 22 st., New York. 35 state branches. Industrial and agricultural investigations; legislation; studies of administration; education; mothers' pensions; juvenile delinquency; health; recreation; children's codes. Publishes quarterly *Child Labor Bulletin*. Photograph, slides, and exhibits.

NATIONAL CHILD WELFARE ASSOCIATION.—Chas. F. Powlison, gen. sec'y; 70 Fifth Ave., New York. Cooperates with hundreds of social agencies. Headquarters for child welfare material and information, exhibits, posters, charts, lantern slides, pamphlets, bulletins, lecturers. Inquiries, invited. Publications free to members. Dues: active, \$10; associate, \$5. Will you help us build a better generation?

NATIONAL COMMITTEE FOR BETTER FILMS—Department of National Board of Review of Motion Pictures. O. G. Cocks, sec'y; 70 Fifth Ave., New York City. Promotion of better family and young people's films.

NATIONAL COMMITTEE FOR MENTAL HYGIENE—Clifford W. Beers, sec'y; 50 Union Sq., New York. Write for pamphlets on mental hygiene, prevention of insanity and mental deficiency, care of insane and feeble-minded, surveys, social service in mental hygiene, state societies for mental hygiene.

NATIONAL COMMITTEE FOR THE PREVENTION OF BLINDNESS—Edward M. Van Cleve, man. dir.; Gordon L. Berry, fld. sec'y; Mrs. Winifred Hathaway, sec'y; 130 E. 22 St., New York. Objects: To furnish information for associations, commissions and persons working to conserve vision; to publish literature of movement; to furnish exhibits, lantern slides, lectures. Printed matter: samples free; quantities at cost. Invites membership. Field, United States. Includes N. Y. State Com.

NATIONAL CONFERENCE OF SOCIAL WORK—Robert A. Woods, pres., Boston; William T. Cross, gen. sec'y; 315 Plymouth Court, Chicago. General organization to discuss principles of humanitarian effort and increase efficiency of agencies. Publishes proceedings annual meetings, monthly bulletin, pamphlets, etc. Information bureau. Membership, \$3. 45th annual meeting Kansas City, spring of 1918. Main divisions and chairmen:

Children, Henry W. Thurston.
Delinquents and Correction, Mrs. Jessie D. Hodder.
Health.

Public Agencies and Institutions, Albert S. Johnstone.
The Family, Gertrude Vaile.

Industrial and Economic Problems, Mrs. Florence Kelley.
The Local Community, Charles C. Cooper.

Mental Hygiene, Frankwood E. Williams.
Organization of Social Forces, Allen T. Burns.
Social Problems of the War and Reconstruction, V. Everit Macy.

NATIONAL CONSUMERS' LEAGUE—Mrs. Florence Kelley, gen. sec'y; 289 Fourth Ave., New York. 87 branch leagues, 15,000 members. War program: To help our industrial army by promoting clinics for treatment of new diseases (incident to munitions work and to fatigue and strain); reasonable working hours; safe and sanitary working conditions; decent standards of living; safeguards for women taking men's places in industry; protection for children. Minimum membership, \$2.

NATIONAL FEDERATION OF SETTLEMENTS—Robert A. Woods, sec'y, 20 Union Park, Boston, Mass. Develops broad forms of comparative study and concerted action in city, state, and nation, for meeting the fundamental problems disclosed by settlement work; seeks the higher and more democratic organization of neighborhood life.

NATIONAL KINDERGARTEN ASSOCIATION—250 Madison Ave., New York. Object: To have the kindergarten established in every public school. Four million children in the United States are now without this training. Furnishes bulletins, exhibits, lecturers, advice and information. In cooperation with United States Bureau of Education, works for adequate legislation and for a wider interest in this method of increasing intelligence and reducing crime. Supported by voluntary contributions.

NATIONAL LEAGUE OF WOMEN WORKERS—Jean Hamilton, org. sec'y; 35 E. 30 St., New York. Evening clubs for girls; recreation and instruction in self-governing and supporting groups for girls over working age.

NATIONAL LIBERAL IMMIGRATION LEAGUE—Address Educational Dept., Sun Bldg., N. Y. Advocates selection, distribution and Americanization and opposes indiscriminate restriction. Summarized arguments and catalog of publications on

request. Minimum membership (\$1) includes all available pamphlets and current publications.

NATIONAL MUNICIPAL LEAGUE—Lawson Purdy, pres.; Clinton Rogers Woodruff, sec'y; North American Bldg., Phila.; charters; commission government; taxation; police; liquor; electoral reform; finances; accounting; efficiency; civic education; franchises; school extension.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—Ella Phillips Crandall, R. N., exec. sec'y; 600 Lexington Ave., New York. Object: To stimulate the extension of public health nursing; to develop standards of technique; to maintain a central bureau of information. Bulletins sent to members.

NATIONAL SOCIETY FOR THE PROMOTION OF INDUSTRIAL EDUCATION—May Allinson, ass't sec'y; 140 W. 42 St., New York. Promotion of legislation for federal and state-aided vocational education; organization of industrial schools and classes; surveys, publications, conferences.

NATIONAL TRAVELERS AID SOCIETY—Gilbert Colgate, pres.; Rush Taggart, treas.; Orin C. Baker, sec'y; rooms 20-21 465 Lexington Ave., New York. Composed of non-commercial agencies interested in the guidance and protection of travelers, especially women and girls. Non-sectarian.

NATIONAL WOMAN'S PEACE PARTY. Section for the United States of the International Committee of Women for Permanent Peace—Mrs. Eleanor Daggett Karsten, office sec'y; Jane Adams, ch'n; 116 S. Michigan Ave., Chicago. The purpose of this organization is to enlist all American women in arousing the nations to respect the sacredness of human life and to abolish war.

NATIONAL WOMAN'S TRADE UNION LEAGUE—Mrs. Raymond Robins, pres.; 139 N. Clark St. [room 703], Chicago. Stands for self-government in the work shop through organization and also for the enactment of protective legislation. Information given. Official organ, *Life and Labor*.

NEW YORK SOCIAL HYGIENE SOCIETY (Formerly Society of Sanitary and Moral Prophylaxis)—Dr. James Pederson, sec'y; 105 W. 40 St., New York. Seven educational pamphlets, 10c. each. Four reprints, 5c. each. Dues—Active, \$2; Contributing, \$5; sustaining, \$10. Membership includes current and subsequent literature; selected bibliographies. Maintains lecture bureau and health exhibit.

PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA—Howard Braucher, sec'y; 1 Madison Ave., New York. Playground activities, equipment and administration; community centers; field work in communities; rural recreation; physical efficiency tests for boys and girls; cooperating with War Department Commission on Training Camp Activities.

RUSSELL SAGE FOUNDATION For the Improvement of Living Conditions—John M. Cullen, dir., 130 E. 22 St., New York.

Charity Organization Departments; Mary Richmond, dr.; Fred S. Hall, associate dir.

Department of Child-Helping; Hastings Hart, dir.; C. Spencer Richardson, assistant

Division of Education; Leonard P. Ayres, dir.
Division of Statistics; Leonard P. Ayres, dir.
Earle Clark, statistician.

Department of Recreation; Lee E. Williams, dir.
Clarence Arthur Perry, associate dir.

Division of Remedial Loans; Arthur H. dir.
Department of Surveys and Exhibits; Slet Harrison, dir.; E. G. Routhahn, associate

Director of Industrial Studies; Mary Kleeck, sec'y.
Library; Frederick W. Jenkins, librarian.

The Southern Highland Division; John C. Campbell, sec'y; Legal Bldg., Asheville, N. C.

SHORT BALLOT ORGANIZATION—Woodrow Wilson, pres.; Richard S. Childs, sec'y; 333 Fourth Ave., New York. National clearing house for information on short ballot and commission government, city manager plan, county government. Papers free.

TRAVELERS' AID SOCIETY—Orin C. Baker, gen'l sec'y; 465 Lexington Ave., New York. Provides advice, guidance and protection to travelers, especially women and girls, who need assistance. It is non-sectarian and its services are free irrespective of race, creed, class or sex.

TUSKEGEE INSTITUTE—Robert R. Moton, prin.; Warren Logan, treas.; Emmett J. Scott, sec'y; Tuskegee, Ala. An institution for the training of Negro youth; an experiment in race adjustment in the Black Belt of the South; furnishes information on all phases of the race problem and on the Tuskegee Idea and methods.

YOUNG WOMEN'S CHRISTIAN ASSOCIATION—Miss Mabel Cratty, general sec'y; 600 Lexington Ave., New York. To advance the physical, social, intellectual, moral and spiritual interests of young women. Student, city, town, and county Associations; hygiene and physical education; gymnasiums, swimming-pools and summer camps; rest-rooms, lunch-rooms and cafeterias; educational and business classes; employment bureaus; Bible study and vesper services; holiday homes; national training school for secretaries; foreign work; war emergency work.

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to a prospective name and address. Won't you do one or the other—or, for that matter, both! The School has more students if it is to meet the demand for more School of Philanthropy graduates.

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SITUATIONS WANTED

MASTER of Arts, broad education, New York School of Philanthropy graduate, Jewish, organizer, experience in socialized education, settlement work and vocational guidance. Now holds executive position. Seeks position as executive or assistant in progressive organization. Child welfare or social center preferred. Address 2584 SURVEY.

SINGLE MAN, thirty-three years old, several years' experience as business manager of institution, would like position as superintendent or assistant. Address 2586 SURVEY.

AN experienced housekeeper desires a position with institution. Good reference. Address 2588, SURVEY.

WANTED—A Settlement or Institutional position by a trained Kindergartner with experience in Kindergartens, club work for children, girls and foreign women. References. Address 2589 SURVEY.

PUBLIC Health Nurse experienced in various branches of nursing and social work desires position as visiting nurse. Address 2591 SURVEY.

WOMAN executive, head of settlement, 14 years experience, exceptional organizing ability, open for position. Jewess. Credentials. Address 2592 SURVEY.

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NEIGHBORHOOD worker of reputation is open for position, 10 years experience. Jewess. Credentials. Address 2595 SURVEY.

SUCCESSFUL Americanization Director with practical experience as secretary, social service organizer, linguist, seeks immediate connections. Address 2596 SURVEY.

HELP WANTED

WANTED—Young woman as resident assistant in Jewish Settlement, New York City. Address 2572 SURVEY.

WANTED—In small town in Massachusetts, swimming pool director and instructor. Young man with practical experience capable of taking entire charge of, and developing new activities under advisory council. Pool open about November first. For interview address 2590 THE SURVEY, giving details of qualification and experience with references. Please state salary expected.

WANTED—Institutional business manager, to buy, supervise accounts, handle boys in dormitory and chapel and take general charge in superintendent's absence. Address BERKSHIRE INDUSTRIAL FARM, Canaan, N. Y.

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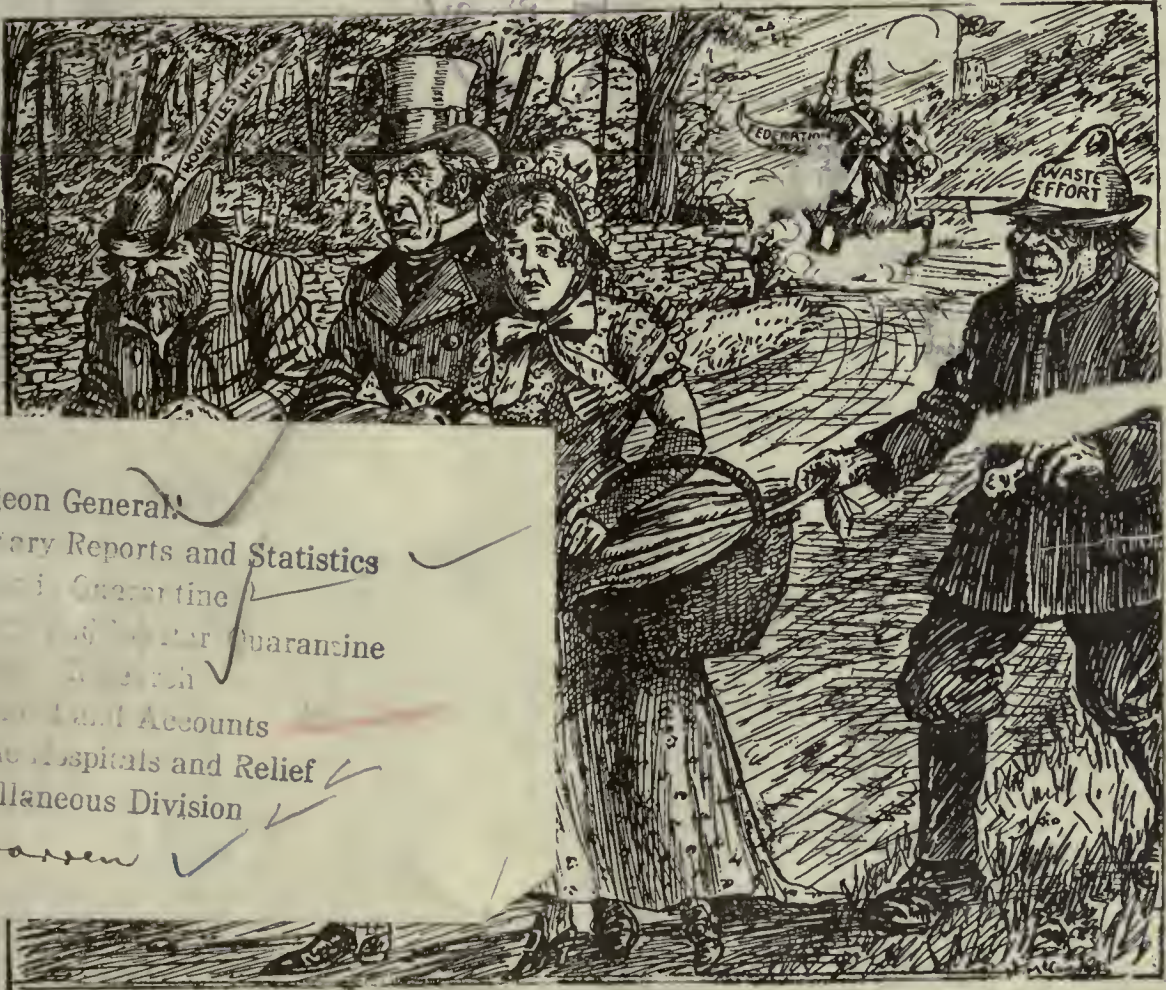
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"FEDERATION TO THE RESCUE"

"Ye Maide Charity and ye Squire Benevolence Are Encumbered by Two Unworthy Characters"
(See page 557)

Compensation for Invalids of the War

By I. M. Rubinow

How the High Cost of Living Is Reduced in Australia

By William Notz

PAMPHLETS RECEIVED

Pamphlets are listed once in this column without charge. Later listing may be made under CURRENT PAMPHLETS (see page 559).

EDUCATION

SPECIAL REPORT OF THE BOARD OF EDUCATION RELATIVE TO TRAINING FOR INJURED PERSONS. Commonwealth of Massachusetts, House Report No. 1733, Boston.

INDUSTRY

MEASUREMENT OF THE HUMAN FACTOR IN INDUSTRY. By Frank B. Gilbreth and Lillian M. Gilbreth, 77 Brown street, Providence, R. I.

PROCEEDINGS OF THE CONFERENCE ON SOCIAL INSURANCE CALLED BY THE INTERNATIONAL ASSOCIATION OF INDUSTRIAL ACCIDENT BOARDS AND COMMISSIONS. Bulletin of the United States Bureau of Labor Statistics. Whole Number 212; Workmen's Insurance and Compensation Series, No. 10. 60 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.

FLARE-BACKS OF OIL FIRES; ACCIDENTS IN TANKS AND BINS. Issued by Industrial Accident Commission, 525 Market street, San Francisco.

LABOR LEGISLATION OF 1916. Bulletin of the United States Bureau of Labor Statistics. Whole No. 213; labor laws of the United States, Series No. 10. 20 cents per copy from Superintendent of Documents, Government Printing Office, Washington, D. C.

INTERNATIONAL

THE PASSING OF DON LUIS. Reprinted from the *Unpopular Review*, copyright, 1917, by Henry Holt and Company, New York city.

PIONEERS OF GOOD WILL (statements of English conscientious objectors in prison). Published by the Fellowship of Reconciliation, 118 East 28 street, New York city. 25 cents a dozen or \$2 per hundred.

TAX ECONOMICA. Freedom of international exchange, the sole method for the permanent and universal abolition of war, with a statement of the cause and the solution of the European crisis. By Henri Lambert. John C. Rankin Company, 216 William street, New York.

DIRECTORY OF ORGANIZATIONS COMPRISING THE FEDERAL COUNCIL OF THE ALLIED WAR CHARITIES AND COOPERATING WITH IT. Compiled by Cromwell Child, 32 Broadway, New York. 5 cents.

HEALTH

COMMON COLDS. By W. C. Rucker, assistant surgeon general, United States Public Health Service. Supplement No. 30 to Public Health Reports. U. S. Public Health Service, Washington, D. C.

ORGANIZATION SUGGESTIONS FOR COMMUNITIES NEAR MILITARY PLACES. Publication No. 109, American Social Hygiene Association, 105 West 40 street, New York.

METHOD OF ATTACK ON VENEREAL DISEASES. An outline of activities and cooperating agencies planned to reduce the prevalence of venereal diseases in the United States Army. Publication No. 111, American Social Hygiene Association, 105 West 40 street, New York city. 5 cents.

SOCIAL HYGIENE AND THE WAR. By William F. Snow. Publication No. 108, American Social Hygiene Association, 105 W. 40 street, New York city. 10 cents.

LIVELIHOOD

ST. CHARLES BOYS. A Survey made by the Bureau of Social Surveys, Department of Public Welfare, City of Chicago. Published by Louise Osborne Rowe, commissioner, Department of Public Welfare, Chicago.

SUMMARY OF CHILD-WELFARE LAWS PASSED IN 1916. Miscellaneous Series No. 7, Bureau Publication No. 21, Children's Bureau. 10 cents per copy from Superintendent of Documents, Government Printing Office, Washington, D. C.

LAW PROVIDING AID TO DEPENDENT CHILDREN (MOTHERS' PENSION LAW)—with the opinions of the attorney general thereon and statement of expenditures. Compiled by the State Board of Control, Madison, Wisconsin.

MISCELLANEOUS

THE WORK IN EUROPE OF THE AMERICAN RED CROSS. A report to the American people by the Red Cross War Council. American Red Cross, Washington, D. C.

CHRISTIAN DUTIES IN CONSERVING SPIRITUAL, MORAL AND SOCIAL FORCES OF THE NATION IN TIME OF WAR. \$5 a hundred from Commission on the Church and Social Service, Federal Council of Churches of Christ in America, 105 East 22 street, New York city.

WHY SHOULD YOU BE MINDFUL OF HIM?
By John Henry La Rue, 1941 Rose street,
B. K. Y.

FATHERS AND THE WAR. By David Starr Jordan, L. J. S. Junior University, California.

THE EDUCATION OF RELIGION FOR HUMANITY. A sermon preached by Rabbi Emanuel S. S. Sioux City, Iowa, at Nebraska State Normal School.

DEVELOPING COOPERATION. By James Ford, Department of Social Ethics, Harvard University, Cambridge, Mass. No. 112, reprints of reports of the National Conference of 315 Plymouth Court, Chicago.

INHERITANCE AND STATUTE. By Charles B. Davendorf. Eugenics Record Office Bulletin No. 18, Cold Spring Harbor, N. Y. 40 cents.

CALENDAR OF CONFERENCES

Items for the next calendar should reach the SURVEY before October 10.

SEPTEMBER AND OCTOBER

CHARITIES AND CORRECTION, Canadian Conference of. Ottawa, September 23-25. Sec'y, Arthur H. Burnett, City Hall, Toronto, Canada.

CHARITIES AND CORRECTIONS, Iowa State Conference of. Mason City, October 14-16. Sec'y, Bessie A. McClenaban, Iowa City, Iowa.

CHARITIES AND CORRECTIONS, Maine State Conference of. Waterville, October 23-24. Sec'y, G. Gaylord, 173 Main street, Waterville, Me.

CHARITIES AND CORRECTION, Ohio State Conference of. Springfield, October 2-4. Sec'y, H. H. Shirer, 1010 Hartman Bldg., Columbus.

CHARITIES AND CORRECTION, Wisconsin State Conference of. Chippewa Falls, October 9-11. Sec'y, J. L. Gillin, University of Wisconsin, Madison, Wis.

CHARITIES, Massachusetts State Conference of. New Bedford, October 24-26. Sec'y, Lillian M. Brown, 184 Boylston street, Boston.

CITY PLANNING, California Conference on. Santa Rosa, September 24-28. Sec'y, Charles H. Cheney, 1120 Crocker Bldg., San Francisco.

CIVIC ASSOCIATION, American. St. Louis, October 22-24. Sec'y, Richard B. Watrous, 914 Union Trust building, Washington, D. C.

CORRECTIONS AND CHARITIES, Michigan State Conference of. Lansing, October 21-23. Sec'y, Marl T. Murray, Lansing.

DIRECTORS OF THE POOR AND CHARITIES AND CORRECTIONS OF PENNSYLVANIA, Association of. Johnstown, October 15-18. Sec'y, Edwin D. Solenberger, 419 South 15 street, Philadelphia.

HOUSING ASSOCIATION, National. Chicago. October 15-17. Headquarters, Hotel La Salle. Sec'y, Lawrence Veiller, 105 East 22 street, New York city.

HUMANE ASSOCIATION, American. Providence, R. I., October 15-18. Sec'y, Nathaniel J. Walker, Humane Society building, Albany.

INFANT MORTALITY, American Association for Study and Prevention of. Richmond, Va., October 15-17. Executive sec'y, Gertrude B. Knipp, 1211 Cathedral street, Baltimore.

INTERCHURCH FEDERATION, The Purpose and Methods of. Called by the Federal Council of the Churches of Christ in America. Pittsburgh, October 1-4. Sec'y, Rev. Roy. B. Guild, 105 East 22 street, New York city.

INTERCOLLEGIATE SOCIALIST SOCIETY. Bellport, L. I., Sept. 18-24. Sec'y, Harry W. Laidler, 70 Fifth avenue, New York city.

MUNICIPALITIES, League of California. Santa Rosa, September 24-29. Sec'y, Wm. J. Locke, Pacific building, San Francisco.

MUNICIPALITIES, League of Kansas. Wichita, October 16-19. Sec'y, Homer Talbot, Lawrence, Kansas.

PUBLIC HEALTH ASSOCIATION, American. Washington, D. C., October 17-20. Sec'y, Dr. Selskar M. Gunn, 126 Massachusetts avenue, Boston.

Tuberculosis, sectional conferences on: North Atlantic, Baltimore, Md., October 17-18. New England, Rutland, Vt., October 4-5. Southern, Chattanooga, Tenn., November 9-10. Southwestern, Grand Canyon, Ariz., October 22-23. Northwestern, Portland, Ore., October 15-16. Mississippi Valley, St. Paul, Minn., October 8-10.

Further information may be secured from Philip Jacobs, 105 East 22 street, New York city.

LATER MEETINGS

INTERNATIONAL

CHILD WELFARE, Pan-American Congress on. Montevideo, Uruguay, March 17-24, 1918. Sec'y Edward N. Clogger, 105 East 22 street, New York city.

NATIONAL

CONSUMERS' LEAGUE, National. Baltimore, Md., November 14-15. Sec'y, Louise Cornell, 105 East 22 street, New York city.

PRISON CONGRESS, American. New Orleans, La., November 19-23. Sec'y, Joseph P. Byers, 702 Empire building, Philadelphia.

RECREATION CONGRESS OF THE PLAYGROUND AND RECREATION ASSOCIATION OF AMERICA. Milwaukee, Wis., November 20-23. Sec'y, H. S. Braucher, 1 Madison avenue, New York city.

BOOKS RECEIVED

RAILWAY NATIONALIZATION. By William H. Moore. E. P. Dutton & Co. 181 pp. Price \$1.35; by mail of the SURVEY \$1.45.

AMATEUR ENTERTAINMENTS. By Cranston Metcalfe. E. P. Dutton & Co. 112 pp. Price \$.75; by mail of the SURVEY, \$.81.

THE THRUSH AND THE JAY. By Sylvia Lynd. E. P. Dutton Co. 164 pp. Price \$1.60; by mail of the SURVEY \$1.72.

ASGARD AND THE GODS. By Dr. W. Wagner. E. P. Dutton & Co. 326 pp. Price \$2; by mail of the SURVEY \$2.15.

EPIC AND ROMANCES OF THE MIDDLE AGES. By Dr. W. Wagner. E. P. Dutton & Co. 488 pp. Price \$2; by mail of the SURVEY \$2.20.

IN GERMAN HANDS. By Charles Hennebois. E. P. Dutton & Co. 254 pp. Price \$1.50; by mail of the SURVEY \$1.60.

PROS AND CONS IN THE GREAT WAR. By Leonard A. Magnus. E. P. Dutton & Co. Price \$2; by mail of the SURVEY \$2.12.

ARGUMENTATION AND DEBATING. Revised edition. By William Foster. Houghton Mifflin Co. 468 pp. Price \$1.40; by mail of the SURVEY \$1.50.

AMERICAN INDIAN CORN. Revised edition. By Charles J. Murphy. G. Putnam's Sons. 128 pp. Price \$.75; by mail of the SURVEY \$.83.

THE COMING DEMOCRACY. By Hermann Fernau. E. P. Dutton Co. 321 pp. Price \$2; by mail of the SURVEY \$2.12.

ARISTOCRACY. By Sir Charles Wallstein. Longmans, Green Co. 434 pp. Price \$3.50; by mail of the SURVEY \$3.70.

SIO SAYS. By John M. Sidall. Century Co., 103 pp. Price \$.60; by mail of the SURVEY \$.65.

THE SPIRES OF OXFORD AND OTHER POEMS. By W. M. Letts. E. P. Dutton Co. 105 pp. Price \$1.25; by mail of the SURVEY \$1.31.

POLITICAL IDEALS. By Bertrand Russell. Century Co. 172 pp. Price \$1; by mail of the SURVEY \$1.06.

THE STORY OF JESUS. By Florence Buck. Beacon Press. 317 pp. Price \$1.25; by mail of the SURVEY \$1.35.

THE STORY OF JESUS. PUFIF'S NOTE BOOK. Beacon Press. 73 pp. Price \$.50; by mail of the SURVEY \$.55.

THE GOSPEL OF JESUS. By Clayton R. Bowen. Beacon Press. 235 pp. Price \$1; by mail of the SURVEY \$1.08.

UNDER FIRE. By Henri Barbusse. E. P. Dutton Co. 358 pp. Price \$1.50; by mail of the SURVEY \$1.62.

KING COAL. By Upton Sinclair. Macmillan Co. 396 pp. Price \$1.50; by mail of the SURVEY \$1.62.

THE FOREIGN RELATIONS OF THE U. S. Parts 1 and 2. Edited by Henry Raymond Mussey and Stephen Pierce Duggan. Academy of Political Science. 653 pp. Price \$1.50 paper, \$2 cloth; by mail of the SURVEY \$1.65 or \$2.15.

PREVENTIVE MEDICINE AND HYGIENE. Revised Edition. By Milton J. Rosenau. D. Appleton Co. 1374 pp. Price \$6.50; by mail of the SURVEY \$6.85.

WHY ITALY ENTERED INTO THE GREAT WAR. By Luigi Carnovale. Italian American Publishing Co. 673 pp. Price, \$2.50; by mail of the SURVEY, \$2.70.

THE HOUSE OF HOHENZOLLERN AND THE HAPSBURG MONARCHY. By Gustav Pollak. New York Evening Post. 102 pp. Price \$.25 paper, \$.50 cloth; by mail of the SURVEY \$.30 or \$.57.

INTRODUCTION TO SOCIOLOGY. By Emory S. Bogardus. University of Southern California Press. 343 pp. Price \$1.50 postpaid.

HEALTH FIRST. THE FINE ART OF LIVING. By Henry Dwight Chapin. Century Co. 231 pp. Price \$1.50; by mail of the SURVEY \$1.60.

THE FRIENDS. By Stacy Aumonier. Century Co. 189 pp. Price \$1; by mail of the SURVEY \$1.06.

THE TOWN LABOURER, 1760-1832. By J. L. and Barbara Hammond. Longmans, Green & Co. 343 pp. Price \$3.50; by mail of the SURVEY \$3.70.

WHAT A YOUNG MAN OUGHT TO KNOW. Revised edition. By Sylvanus Stall. Vir Publishing Co. 269 pp. Price \$1; by mail of the SURVEY \$1.08.

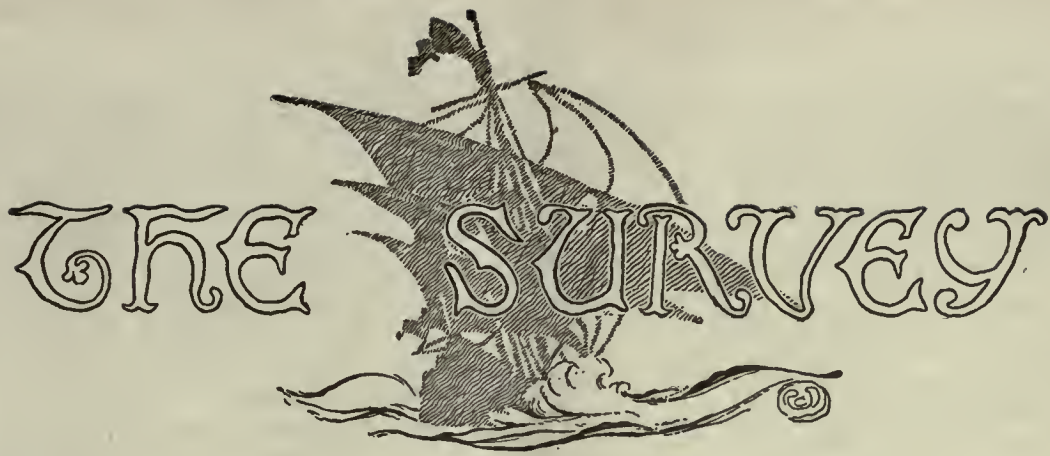
THE NORTH AMERICAN IDEA. By James A. Macdonald. Fleming H. Revell Co. 240 pp. Price \$1.25; by mail of the SURVEY \$1.35.

GUNNERS' HANDBOOK FOR FIELD ARTILLERY. By Captains John S. Hammond and Dawson Olmstead. E. P. Dutton & Co. 142 pp. Price, \$.40 paper, \$.60 cloth; by mail of the SURVEY \$.44 or \$.64.

THE STUFF OF MANHOOD. By Robert E. Speer. Fleming H. Revell Co. 184 pp. Price \$1; by mail of the SURVEY \$1.08.

ECONOMIC DEVELOPMENT OF MODERN EUROPE. By Frederic Austin Ogg. Macmillan Co. 655 pp. Price \$2.50; by mail of the SURVEY \$2.70.

YOUR PART IN POVERTY. By George Lansbury. B. W. Huebsch. 125 pp. Price \$1; by mail of the SURVEY \$1.08.



Compensation for Invalids of the War¹

By I. M. Rubinow

DIRECTOR, BUREAU OF SOCIAL STATISTICS, DEPARTMENT OF PUBLIC CHARITIES, NEW YORK CITY

THE fairly universal approval which greeted the compensation provisions of the army and navy insurance bill, which was passed by the House on September 13, is very satisfactory evidence of the victory achieved by the essential principles underlying social insurance over American psychology during recent years. The soldiers' and sailors' insurance bill represents perhaps the greatest step in the social-insurance movement made in the United States during the current year. As Commissioner Royal Meeker, of the Bureau of Labor Statistics, recently put it, in his usual striking manner, "from one to two million men will soon be engaged in the business of killing and maiming Germans." The business being admittedly an extra-hazardous one, all the principles of compensation and accident insurance are applicable to this new industry.

Since the United States government is not only the employer but also the administrative authority and, for obvious reasons, its own insurer, the administrative methods and the question of a proper system of compensation insurance are matters of secondary importance and this part of the bill must be judged largely by the liberality of the compensation scale provided. The situation is somewhat complicated by the extensive changes in the bill made in the House of Representatives on Thursday, September 13. The very radical character of these changes makes it certain that a struggle between the two scales of compensation may be expected both in the Senate and in conference committees. Practically, therefore, two plans are before the public at present.

1. The original bill grants compensation for "death or disability resulting from personal injury suffered and disease contracted in the course of the service."

There is, therefore, no occasion for controversy concerning definition of "accident" or "injury" or "occupational disease," for all injuries and diseases are covered. The formula, "in the course of the service," avoids controversy as to interpretation of the common phrase "arising out of employment."

Even outside of a fuller measure of justice to the injured, the broader formula has this great advantage of preventing

unnecessary controversies and delays. Unfortunately, the very satisfactory formula of the original bill was seriously affected by the addition of the words—"in the line of duty." Just how much trouble this phrase may create it is impossible to foretell with any certainty, but especially is it dangerous in application to sickness. The intention of the original bill was definitely to furnish the men with complete accident and health insurance. Any legal enquiries as to whether a particular injury or disease was obtained in the line of duty is contrary to that offer. As a substitute, the suggestion has been advanced that compensation should be denied only "if the injury occurred through serious and wilful misconduct." While less objectionable than the language of the House amendment, it is nevertheless undesirable also.

That this is not mere quibbling will be apparent if the problem of the venereal diseases is considered. It is naive to expect the American army to be so superior morally to all other armies that it will avoid this scourge of warfare. In every European country the return of the diseased soldiers has proven a serious menace to public health. These diseases are not acquired in the line of duty, they probably would come under the designation of "wilful misconduct," but excluding these cases from a system of compensation will seriously aggravate the problem of their cure.

2. Industrial injuries may be roughly classified in four groups: those leading to temporary disability, to partial permanent disability, to total permanent disability and to fatal cases. The bulk of all injuries and diseases result in temporary disability only, about 95 per cent in industrial life and, perhaps, 60 per cent in military activity. Theoretically, cases of temporary disability also come under the provisions of this act, but since it is doubtful whether any enlisted men will be discharged from the army while suffering from a temporary injury or disease requiring treatment, and since no compensation is payable while the person is in receipt of his service pay, few, if any, cases of temporary disability will come under the act.

The scale of compensation provided must, therefore, be studied under two headings: (a) death and (b) permanent disability. In both of these very serious changes were introduced in the House.

¹ The insurance features of the bill drafted by Judge Julian W. Mack (the Alexander-Simmons bill) were discussed by Joseph P. Chamberlain in the SURVEY for September 8 and the separation allowances it provides by Porter R. Lee in the SURVEY for September 15.—EDITOR.

3. The provision originally made for fatal cases may be presented in the following table:

To surviving widow without children—25 per cent of pay, but not less than \$30.

To widow and one child—35 per cent of pay, but not less than \$40.

To widow and two children—40 per cent of pay, but not less than \$55.

To widow and three children—45 per cent of pay, but not less than \$50.

To widow and four or more children—50 per cent of pay, but not less than \$60.

With no widow surviving:

To one child—20 per cent of pay, but not less than \$15.

To two children—30 per cent of pay, but not less than \$25.

To three children—40 per cent of pay, but not less than \$35.

To four children—45 per cent of pay, but not less than \$45.

To five children—50 per cent of pay, but not less than \$50.

To widowed mother—20 per cent of pay, not less than \$25.

This compensation to the dependent widow mother is subject to the limitation that it must not increase the total compensation beyond 50 per cent, or \$60, whichever is the greater.

This scale of compensation has been criticized as inadequate; it falls below the level of $66 \frac{2}{3}$ per cent, which has been urged by the Social Insurance Committee of the American Association for Labor Legislation as the minimum of adequacy in accident compensation, and in cases of few dependents the scale is even below 50 per cent, admitted as inadequate. The compensation act for civil employes of the federal government has already set a precedent of both the $66 \frac{2}{3}$ per cent scale and benefits payable to the widow for life. Mr. Dawson also points out (in the *Economic World* for August 5, 1915) that in all specific provisions of the proposed act the pay is computed excluding all allowances, since such allowances are but a form of wages. Sound compensation theory requires their inclusion in the computation of pay upon which the benefits are based.

But the force of this criticism is considerably reduced by the minimum provisions as given above. Since the ordinary enlisted man's pay is but \$33 per month, the minimum will be effective in the case of enlisted men, and practically the percentages given are not applicable at all to the million of enlisted men, but to the officers only. Comparison with ordinary compensation acts becomes difficult, since in the latter provisions for maximum benefits are usually found, but are very much narrower than those in the bill under consideration. There are very few cases, indeed, under which a monthly compensation for fatal cases can rise above \$60, no matter what the pay of the deceased. The maximum allowance under this bill is \$200 per month, much the highest to be found in any compensation act. Mr. Dawson's point, that "industries do not usually ask men of big earning capacity to risk their lives and limbs in perilous employment at much less than their talents enable them to earn elsewhere," is well taken, but on the whole probably applies much less to the officers than it does to enlisted men, since the salaries of officers compare favorably with salaries usually paid in American industry, except for the few men of very high earning capacity. In so far as the enlisted men are concerned, the $66 \frac{2}{3}$ per cent basis, even including allowances, will not produce a bigger sum than those provided in the bill, and to meet Mr. Dawson's point it would be necessary to base compensation not at all upon the pay in the army, but on the earnings in civil employment preceding enlistment.

The inadequacy of the scale is, perhaps, more pronounced in the case of benefits provided to children surviving without mothers, since in the majority of cases such children require care in addition to sustenance. There is absolutely no reason

why a lower scale should be provided for them per capita than for the surviving widow, who in many cases may be able to support herself. Fifteen dollars a month will not pay for the care and living of a child, nor \$25 for two.

The entire above scale of compensation for fatalities was radically changed in the House after one hour's discussion, especially in so far as the officers are concerned. Instead of percentages of pay, specific amounts entirely independent of grade of service were substituted, the amounts uniformly exceeding the minima stated in the above table by \$5. This was accomplished by means of a rather cheap appeal to "American principles of equality," which were claimed to be injured by the compensation scale based upon percentage of pay. Evidently members of Congress, most of whom belong to the legal profession, have never read or even seen the compensation acts of their own states. As may have been expected from the somewhat demagogic move, this equalization was accomplished very cheaply by cutting down the officers' compensation to the level of private soldiers.

A more deserved criticism of the original bill, which has remained uncorrected though criticized in the House, is the omission of any dependents other than the immediate family and the widowed mother. While promiscuous distribution of pensions out of the public treasury to various assorted relatives without any "insurable interest" is not to be encouraged, actual dependents, such as aged parents and minor brothers and sisters, provided that the fact of dependency is sufficiently established, have rights that are recognized under most compensation laws and should not be so lightly cast aside.

The omission of these dependents has been defended during various hearings on the ground that the admission of their rights would require an enormous administrative machine for the determining of actual dependency and also would open a great opportunity for fraud. The writer regrets to be absolutely unable to admit the force of these arguments. Surely the administrative problem that is being met daily under dozens of state compensation boards should not prove too difficult for the powerful federal government. It is true that these dependents may be protected through the insurance provisions.

It is impossible, in fact, to criticize the scale of compensation for death without taking into consideration facilities for voluntary insurance made available by the act, reviewed by Mr. Chamberlain in the *SURVEY* for September 8. Since the government under the bill is to assume the cost of the additional hazard due to war, and since the war hazard is very much greater than the normal hazard, the government's contributions will necessarily be so much larger than those of the insured that it is difficult to imagine how any officer can fail to avail himself of this advantage.

As far as the enlisted men are concerned, it is admitted that probably a minority will avail themselves of the provisions. In a country that has made no provision for either old age insurance or pensions, the eventual dependency of parents upon their children must be assumed in a substantial proportion of families. The difficulty with voluntary insurance lies in the obvious fact that it is bound to receive a very much more limited application among the unmarried men with dependent parents and brothers than those who leave wives and children behind.

4. The scale of compensation for total disability of the original bill is shown in the following table. It introduces, perhaps for the first time in American compensation legislation, the principle of adjustment of disability benefits to the family status. Such adjustment is common in case of

death benefits, but for disability the same amount is usually paid whether the injured has no dependents or a house full of them. Yet the arguments for some such adjustment hold equally true in disability as well as death.

Benefits for total disability payable when the injured has—
 Neither wife nor child—40 per cent, but not less than \$40.
 Wife, but no children—50 per cent, but not less than \$55.
 Wife and one child—55 per cent, but not less than \$65.
 Wife and two or more children—60 per cent, but not less than \$75.
 No widow, but one child—50 per cent, but not less than \$50.
 Two children—55 per cent, but not less than \$60.
 Three or more children—60 per cent, but not less than \$70.
 Widow mother dependent—10 per cent, but not less than \$10.

If the injured person is so helpless as to be in constant need of a nurse, an additional amount up to \$20 may be paid.

Here, again, the scale of minima was the only one applicable to the enlisted men, while the percentages were intended for the officers. In the House, however, this scale was modified in harmony with the changes in the death benefits by eliminating the percentages altogether. If doubts were expressed in regard to the adequacy of the provisions in the original bill, the utter failure to do justice to the men of high earning capacity by the bill as amended in the House becomes obvious. Here, again, equalization was accomplished by a crude process of leveling down. Only in one group of injuries did the House move a slight increase of benefits, by providing the rate of \$100 per month for the loss of both feet or both hands or both eyes or total blindness. No one would begrudge this high rate of compensation to a soldier suffering any one of these gruesome injuries. But one may well ask whether this larger amount accomplishes the same degree of justice in the case of an unskilled laborer, whose earning capacity before entering into the army may have been only half that amount, and the higher skilled officer drawing \$300 or \$400 before the injury. Of course, the insurance provisions which cover total disability as well as death offer an available correction to the possible charge of inadequacy. This, however, is predicated upon the assumption that the insurance provisions remain intact. If, under pressure of objections from insurance companies and their interests this should be stricken out, an inadequacy of the compensation scale would be very marked. May a firm believer in the principles of compulsory insurance indicate at this time that a system of compulsory insurance on a graduated scale adjusted to the various grades of service would be much more effective than an optional insurance which is bound to adjust itself to the paying capacity and possibly to the shrewdness of the individual?

5. More complex is the problem of partial invalids who may be expected to be much more numerous than the totally disabled. The usual way of treating these cases under American compensation acts is by a schedule of so-called "specific benefits" which specify the number of weeks of compensation payable for specific injuries. As to the inadequacy and unfairness of this method there can hardly be difference of opinion among qualified students. Instead of this prevailing method the Social Insurance Committee of the American Association for Labor Legislation introduced in the federal employes' compensation act the principle of adjustment of compensation to a degree of loss of earning capacity, benefits being payable as long as the disability lasts, for life if necessary.

The objection has been raised against this method that it tends to penalize and, therefore, to prevent an effort on the part of the injured to reestablish his earning capacity, since the first result of such rehabilitation would be to deprive him of his compensation. As will be shown presently, an effort

towards surgical and educational reconstruction of the injured constitutes perhaps the most important aspect of the bill, and the difficulty referred to above has been recognized by the authors of the bill. Section 302 provides that there shall be no reduction in the rate of compensation for individual success in overcoming the handicap of a permanent injury. But since the actual amount of compensation will not depend upon "an impairment of earning capacity in each individual case," but the "average impairment of earning capacity resulting from such injuries in civil occupation," it is impossible to foretell how equitable such compensation will be.

The average impairment of a serious permanent injury is an abstraction that may mean very little when applied to individual cases, especially when dealing with a temporary industry, such as the business of killing and maiming Germans must necessarily be. The army consists of men who have come from widely different occupations and who, if possible, will endeavor to return to those occupations. Equity requires that in determining the loss sustained, the age and occupation of the individual victim be taken into consideration. This principle has already been recognized in the laws of California, West Virginia and some other states. There is no reason why a similar system should not be recognized in case of the soldiers and sailors. Of course, the particular occupation in which the injury has occurred, has no application to the army and navy. Especially as far as the National Guard and the newly trained men are concerned, this principle must be modified so as to base the valuation of the injury upon the occupation previous to enlistment.

As the bill stands at present with the House amendments embodied, the principle of specific payments for definite injuries has been accepted in substance, though in form it is based upon loss of earning capacity, for if age and occupation of the individual are to be disregarded and only the "average impairment" is to be taken into consideration in order to determine the percentage of loss, then the amount of compensation payable for every specific injury will be the same for all men so injured. This is effectually the principle of the specified benefit schedule, except that the actual amounts are left undetermined in the bill and a future executive officer is entrusted with an important legislative function.

6. Although temporary injuries, for reasons explained above, will not to any large extent come under the provision of this act, the bill grants "reasonable medical, surgical and hospital services and supplies, including artificial limbs, trusses and similar appliances," thus lending additional support to the movement for satisfactory medical aid under compensation. In case of chronic ailments, these benefits will be of very great value. It is popularly assumed that the problem of the one-legged man has been solved by giving him an artificial leg, but as a matter of fact, artificial limbs need replenishing almost as frequently as do shoes, and few, if any, compensation laws make such provision for these serious injuries.

7. This liberal provision for medical aid is in harmony with the tendency of the law to stimulate both individual effort and social provisions towards rehabilitation. Most American compensation laws grant temporary benefits for permanent injuries on the theory that readjustment takes place. It is true that the experience of Europe during the war has demonstrated such readjustment is very frequently possible, but only when helped along by proper surgical care and specialized training. The most important contribution of this bill to the theory of compensation, is in making "rehabilitation, re-education and vocational training" the essen-

tial part of the compensation scheme. Already the influence of this bill has been felt in the discussion of compensation for industrial injuries at the recent session of Industrial Accident Boards and Commissions held in Boston in August, where the following resolution was passed:

Resolved: That this association emphatically endorses all ways by which to rehabilitate those injured in industry and also those injured in military service.

One may reasonably hope not only that the principle will be carried over into industrial compensation, but that the very institutions, surgical and educational, to be established by the United States government will soon become available for invalids of industry and that any exploits in that direction will not be wasted even if the gods of war will, by chance, be cheated of their victims.

8. A very important provision of the bill which may be apparent only to those familiar with the difficulties of administration is one which imposes upon the injured the obligation of cooperating in the medical and surgical care as well as in the efforts towards rehabilitation under penalty of loss or suspension of the compensation benefits. Section 303 provides that each person in receipt of compensation shall submit to any reasonable medical or surgical treatment furnished by the bureau, and Section 305, that the injured person shall follow such course or courses of rehabilitation or re-education and vocational training as the United States may provide. If these sections mean what the language seems to convey, they effectually dispose of the objections that might come from the numerous healing fads, whose growth has become a real danger to public health in this country.

No effort has been made in this brief review to subject the language of the bill to any critical analysis from the point of view of expert drafting. Taking Article 3 of the original bill

as a whole, which deals with compensation for injury or disease, the statement is justified that, barring a few minor points, it was perhaps the most scientific and most satisfactory way of treating the problem of injuries arising out of war.

The bill, however, comes out of the House in a very much less desirable shape. With all the display of fireworks in favor of the "common soldier," the House failed to make any substantial increases where the scale had been inadequate and by reducing the amount of compensation of officers to the level of privates, has made it thoroughly inadequate for thousands of families. There is, however, back of the action taken in the House one fact that deserves consideration. The statement was repeatedly made on the floor of the House that the enlisted man and his family may be of the same social status ("as refined and as educated and as worthy," in the words of Mr. Black, from Texas) as the officer and the officer's family. In an army constituted as is ours it must undoubtedly be true in many cases that the officer's rank is largely a matter of accident only. It is for this reason that the principle of the ordinary compensation law which adjusts benefits to wages is not altogether applicable without some modification. A fair and equitable scale of compensation must be adjusted to the loss sustained, which is largely a loss of earning capacity preceding entrance into the army. The army pay may have no relationship to that earning capacity. The old National Guard and the recent volunteers have very largely come from classes of much higher earning capacity than is measured by the \$33 of monthly pay. The adjustment of the scale of compensation to that normal earning capacity preceding the war is, of course, a complicated matter, but it cannot be ruled out as absolutely impossible, at least within certain specified limits.

How the High Cost of Living Is Reduced in Australia

By William Notz

IN view of the numerous efforts made at the present time in European countries and in the United States to reduce the high cost of living and to curb excessive prices on the necessaries of life, the practical results attained along this line by the present labor administration of Australia are of particular interest and significance.

Nowhere else in the world has the policy of nationalization of trade and industry been put to a practical test on such a large scale as in the commonwealth of Australia, notably in New South Wales and Western Australia. For years Australia has been far in advance of other countries in the matter of government ownership of industrial establishments like woolen mills, cement and harness factories, munition plants, and even a coal mine in connection with a state railroad. The primary purpose in all these undertakings was to furnish necessary supplies for certain government departments at lower cost than under the old system of making contracts with private concerns for such supplies. Little if any effort was made to compete for outside business.

Western Australia outdistanced the other states considerably in the number and variety of government-owned enterprises. That state for many years past owned and operated

not only brickyards, quarries, sawmills, but also steamships, hotels, agricultural-implement factories and even a laundry.

An entirely new departure in state participation in trade was initiated a little over a year ago with the advent into office of the Labor Party. Retail butcher shops, fish markets and bakeries owned and operated by the state were opened in several large cities. Special significance attaches to these novel business ventures of the government, because here for the first time the state entered into direct competition with private enterprise in retail trade. Additional interest developed in view of the fact that the avowed purpose of the ruling Labor Party in establishing these retail food shops was to control and regulate the prices of foodstuffs by this method of competing for retail trade. The immediate cause that led to this experiment was the failure of the old Liberal Party to regulate prices by special price-fixing boards provided for by legislation enacted for this purpose shortly after the outbreak of the war, when food prices began to soar. The whole system of maximum prices fixed by these boards proved a failure.

A rather interesting combination of circumstances brought about the opening of state butcher shops. Prior to the present

war meat prices in Australia, as elsewhere, were steadily going up, owing to a world shortage in meat supplies. The increased demands for army purposes following the outbreak of the war drove up prices to still higher levels. Retail prices doubled within a year. A severe drought, which was experienced about the same time in Queensland and other parts of Australia, reduced the sheep supplies one-third and the cattle available for market about one-tenth. Maximum price regulations failed to reduce or steady the constantly rising meat prices.

The leaders of the Labor Party seized upon the high cost of living as a political issue in the campaign, singling out the high meat prices in particular. When that party came into office, the public urgently demanded that the promises made by its leaders on the stump be redeemed. The result was that in the fall of 1915 retail butcher shops owned and operated by the state of Queensland were opened. In addition to the retail trade, a limited wholesale business is conducted. At present the state operates three retail butcher shops in Brisbane and three in Rockhampton. All of them engage in direct competition with the other local retail meat markets.

From the very outset these state shops sold for cash only and made no deliveries to customers' houses. Thereby the cost of doing business was considerably lessened, so that the sales prices could be slightly reduced below the average selling prices of privately owned butcher shops.

While some of the state-owned enterprises in other parts of Australia have been criticized for poor management and inferior goods as compared with private establishments engaged in the same line of trade, it is generally conceded that the state butcher shops in Brisbane have been managed in a very efficient manner, are sanitary and clean and handle products of a superior quality. It is also freely granted that they served to steady the prices paid for cattle, and thus, in turn, steadied the retail meat prices.

Supporters of the ruling party claim that the state butcher shops are paying their way, and this seems to be borne out by the official government reports.

The Argument Over Profits

ACCORDING to these data, which cover the net results of the first business year, the cash receipts for the three shops in Brisbane amounted to £50,136, and the total net profits to £7,576, while the average number of daily customers was 2,546. Thus far the state has invested £7,000 in establishing and running these butcher shops.

Opponents of the government's plan claim that the profit realized thus far by the shops is due to the fact that they drew on the government stores for their supply of frozen meat, and that the storage meat had been originally bought under contract before the rise in wholesale meat prices took place. They contend that as soon as that source of supply was exhausted and the state had to go into the open market to buy cattle and sheep, the state shops were compelled to raise their prices to practically the same level as the "proclaimed" prices fixed by the governmental price-fixing board. Furthermore, they claim that the state butcher shops, being on government property, have an advantage in so far as the rent is merely a matter of arrangement between different departments of the same government.

The state fish supply of Sydney is a parallel enterprise to the state butcher shops in Brisbane. The state operates three fishing trawlers and owns and manages five retail

fish markets in the city of Sydney and one in Newcastle. From time to time fish auctions are held, where the government sells fish caught by the state trawlers.

Unlike the state butcher shops, the state fish supply thus far has not netted a profit on the government investment. Last year's deficit amounted to a total of £10,988. Poor management is blamed for this. Yet in spite of this loss, the government decided to continue the enterprise and appropriated £75,000 for the next year.

Fish, Flesh, Fowl and Loaves

FROM the fact that 71,000 customers patronized the five retail shops in Sydney during the year it appears that with a more efficient and economical management there are prospects of placing the venture on a self-supporting basis. Though the fish markets have not been a financial success, in so far as profits on the investment are concerned, they have, nevertheless, brought about a number of beneficial results. Not only has the fishery industry been developed and expanded, but as a direct result of this government trade venture the monopolistic practices of a ring of fish dealers, who formerly controlled the local markets, have been thwarted and broken.

An enterprise equally interesting and unique, as far as state participation in trade for the purpose of regulating the price of necessary foods is concerned, are the state bakery and flour mill in Sydney. Here, too, the government sells directly to consumers in free competition with other local bakeries. The total sales of bread last year amounted to £41,810, and the net profits were £3,015. Just as in the case of the state butcher shops, no credit is given to customers, all sales being for cash only.

Other state-owned and operated industrial establishments relating to food products are the Maffra beet-sugar factory, a butter factory and dairy farm and numerous cold-storage plants and abattoirs.

It need hardly be said that the Australian public has followed the practical working of these new experiments of state regulation of food prices with keen interest. Press comments as to their success vary greatly, according to the party affiliations of the papers. While the organs of the Labor Party are favorable and perhaps slightly overstate the beneficial results attained thus far, other papers not in sympathy with that party subject all the industrial ventures of the labor government to sharp and frequently unjustified criticism.

It cannot be denied that, on the whole, these enterprises have not proved to be the unqualified success, from a strictly financial point of view, that was claimed for them by enthusiastic supporters of government ownership. In many cases the government has been obliged to continue financial subventions at the close of the first and second fiscal years. There were grounds, too, in certain cases, for criticism of want of right supervision, of poor management, inefficient business methods and interference by self-seeking politicians. However, publicity and criticism in most cases sufficed to correct these evils and to bring about reforms.

On the other hand, impartial and well-informed observers agree that the state butcher shops, fish market and bakery have served a very useful purpose and are proving to be a material factor in keeping the prices of bread, fish and meat down to fair levels. They have stimulated competition and have, in numerous cases, offset the evil effects of combinations and rings of producers and distributors of food supplies, where mere government regulation by means of maximum price laws was wholly ineffective.

NATIONAL ASSOCIATIONS FOR THE STUDY AND PREVENTION OF—

THE national associations for publicity and research, which have been one of the most important developments of social work in America in the twentieth century, have had a unique opportunity to be of service in the present emergency, and one which they have been quick to see and to use. They are doing this not so much by carrying out war-time "programs," in their corporate capacity, but rather by lending their officials to the government or to quasi-governmental agencies—usually at no expense to the borrower—thus putting their accumulated knowledge and experience at the disposal of the nation for its present tasks. If you go to the office of one of these associations and ask what their war-time program is you are apt to hear that they have none, but that they have been making suggestions which are being carried out by this public official, that they have supplied "literature" for this other department, that Mr. X is in Washington, and also Mr. Y and Mr. Z, that Dr. P and Dr. Q have become majors in the Medical Reserve Corps, and so on. In other words, though there should be only a clerk in the office to represent the body of the association—which, however, is not apt to be the case—"its soul is marching on."

The problems of tuberculosis, venereal disease, insanity, and recreation, which, even with all our highly intelligent and energetic propaganda, have hitherto interested only a handful of specialists, comparatively speaking, have suddenly become the common concern of all the branches of the federal and state governments which have anything to do with the fighting forces, and of everybody who has a son or brother or sweetheart, or even a mere acquaintance, in khaki or serge or linen. The prospects are that the American soldier will be the most "protected" and best-cared-for individual that the world has ever seen, and that there will be protection and care left over for at least part of the civil population.

To describe how this is being done would require an enumeration of too many names, of organizations and of individuals, an unraveling of too many intricately crossed threads of cooperation, a repetition of too many news items, for an editorial page. It may, however, be permissible to express the belief that if such a happy situation should result, it will be due in no small measure to the various national associations with the long names, which through the years of peace have been patiently studying, each its own chosen social problem, trying out methods for controlling it under different conditions and in different localities, gathering together men and women of whatever profession who have something to contribute to its solution, taking the difficult first steps in "educating the public" about it, and which when war came were ready with expert knowledge, and ready to help wherever and however they could.

ANOTHER STATE BOARD OF CHARITIES

THE paragraph in this department a few weeks ago about some of the war-time activities of the Indiana Board of State Charities has brought a letter from Charles H. Johnson telling what the New York board has been doing.

Mr. Johnson points out that the amount and character of the work a state board can do is necessarily determined to some extent by the statutory or constitutional limitations under which it operates, and that the supervisory character

SOCIAL FORCES

of the New York board imposes restrictions which may not exist in some other states. The account of what has been done, however, hardly suggests the need of any such explanatory preface. The limitations have not at any rate prevented a substantial contribution to the state's preparation for the national emergency. It is another example of that "standing at attention" of which so many instances come to our notice day after day that we suspect it must be the general attitude of the social agencies of the country, not a rare gesture.

In the spring a letter was sent by the New York state board to all the charitable institutions of the state, public and private, asking what contribution they could make to the state or national government, should they be called upon, in the form of use of property, inmate labor, institutional equipment, or personal service. In reply to this letter several hundred communications were received, which were carefully tabulated by counties and by institutions and submitted to the governor and the adjutant-general's office. Without exception, there was an eagerness on the part of the institutions to render service up to the limit of their abilities. Some offered the use of land, others particular equipment such as laundry and canning facilities, others the services of nurses or of inmates in such work as they were able to do, and all were anxious for advice and direction.

After carefully considering needs and possibilities a second letter was sent to all the institutions, suggesting that there were several definite things that could be done immediately. The first was the education of the inmates in patriotism and loyalty to the government. Methods of accomplishing this were outlined, and a copy of the President's message was enclosed. The second suggestion was the necessity of testing the loyalty of all institution employes; the third, the importance of the cultivation of increased acreage as constituting a great opportunity for all the institutions which have available property. This was followed by another letter giving information about how and to whom application should be made for seed potatoes and other planting material.

Another letter was sent to the children's institutions, inquiring to what extent they were compelled to modify their dietaries and how they were meeting the present financial situation. Several hundred replies were received which revealed that the children's institutions were having a very hard time. This was accordingly followed up by another letter to the same institutions making various suggestions, such as: elimination of waste by curtailing the food waste from the tables; the possibility of cooperative buying by institutions in the same locality; exchange of summer vegetables between institutions; the necessity of increased compensation from public authorities.

Later a series of conferences was arranged for the children's institutions in certain localities. At these conferences, which were very informal, the questions of finance and dietary were discussed and plans were made for increased income. These conferences were and are being conducted throughout the state and are a part of a scheme which the board has for

in WAR TIME

Edward T. Devine, Editor

regular semi-annual conferences with officers of the various institutions. A large supply of leaflets was secured from the Department of Agriculture in Washington and these have been distributed to the institutions.

The pressing financial needs of the private charitable institutions, because of the fact that many contributors have been giving their money to the Red Cross and other emergency relief organizations, have been brought to the attention of the newspapers throughout the state, and a letter has been sent to each institution asking their help to see that the communication or its equivalent is printed in their local paper.

The secretary of the board feels that this is "but the beginning of what may be done" and that with the new divisions which are about to begin operation, the board will be able to be of greater assistance to the institutions, "both in war time and in the time of peace which we hope soon will come."

THE WAR ON CAPE COD

IT is with some trepidation that we venture to refer to another town in Massachusetts as "a fishing village," since receiving from a Gloucester lady an indignant repudiation of that title as applied to the "thriving city" on the north shore. If any of the artists or summer visitors or men attached to the wireless station think it unfair to North Truro, we apologize in advance. Except for these three extraneous elements in the population, however, the little town near the tip of Cape Cod is largely made up of New England and Portuguese fishermen and their families. There is practically no poverty, and simple and thrifty habits have built up many tidy little bank accounts. How this little community has been brought from its natural isolation to an active share in the nation's present task, how it illustrates the process of social integration that is going on all over the country, is told in a letter from a social worker who is spending the summer there:

I came here when the Liberty Loan drive throughout the country was nearly over, and finding very little knowledge or interest in it, I did what could be done to arouse interest in the short time remaining. Information as to the bond issue, the importance of increasing the output of the soil, etc., was conspicuously posted in the post office. Then a Liberty Loan rally was arranged, with the energetic assistance of the local minister and the chairman of the local committee of safety. The rally was held in the village hall. One of the speakers represented a federal reserve bank; another was a young Belgian priest, who has not heard from his parents for over a year. As a result of the meeting fully a fourth of the households now own the bonds, and—what is more important than this—there is far greater interest in and appreciation of what the war means.

Later, gathering at my cottage a number of the women, a league was organized for war relief work. This met at the homes of the members until the kitchens—we meet in the kitchens, in the true Cape manner—became too small to accommodate the growing membership, when the village hall was secured. Now in most of the homes of the village the click of needles is heard as great quantities of wool are transformed into sweaters, mufflers, etc. Many of the old people are finding gladly that age is no barrier to usefulness, and though unable to attend meetings, they knit with great faithfulness at home.

Next a knitting class of little girls was formed, taught by one of the indefatigable women of the place. Some of the children have even earned the money for their wool, so great is their interest. Next a separate club of the young girls was organized, and they are now canvassing the place for "members, money, materials." Every

adult is to be asked to become either an active or an associate member.

The league has also done good work in connection with the Food Conservation Committee. One of the summer visitors from a domestic science department of a university gave an able demonstration of substitutes for bread, which was eagerly listened to by the housewives present. Several of the members made a house-to-house canvass to secure the promise of the housekeepers to do all in their power to aid in conserving the food supply. At one Portuguese home I visited, the woman was in bed with a new baby by her side. Over the bed was an American flag. "Of course I will sign. I want to do everything I can to help along. I didn't give my husband no rest till he bought one of them Liberty Bonds." At another Portuguese home the swarthy fisherman said he had bought a bond: "I made up my mind that if there was anything I could do to help—I am too old to fight—I would do it. And if the government wants my money, it's a-going to have it. If I get it back all right, and if I don't all right."

All the officers of the league are village people, which augurs well for its permanence and usefulness after the summer people leave. The additional bonds sold, or articles made, may not make much difference to the nation or to our allies, but every enlargement of sympathetic interest is of great importance, both to those who feel it and to the rest of the country.

A UNIVERSITY TOWN IN FRANCE THIS SUMMER

GRENOBLE is a clean, thriving, industrious, cheerful, contented city in southeastern France, beautifully situated on a winding river with a semi-circle of snow-capped Alps to bound the view in two directions. It is the seat of a university which has for a number of years offered special courses to foreigners who wish to learn the French language and understand the French literature and institutions. Before the war the attendance at the summer session of the university numbered five or six hundred, nearly half of whom were Germans. Italians and Russians were next in importance, with a substantial representation from England and America, and a scattering of picturesque individuals in native costume from India and Africa. It suggested the gatherings from all parts of the world which we associate with the medieval universities. A letter from a college professor who is there this summer gives a picture of some of the ways in which the war has affected this city of Dauphiné, remote from the fighting lines and conscientiously going on with its missionary undertaking of interpreting France to the foreigners who can come to learn:

Can you imagine the university here without the Germans? There are about a hundred students in the summer school, and more than half of these are Serbs, who are the guests of France and have been here all year. The rest are almost all Italian girls, two priests alone representing the stronger sex from the peninsula. These two have been "réformé," and are going back to teaching, I suppose. There is one Japanese. There are two Englishmen, one lame, the other past military age. There are three Americans. There are no English girls.

There seems to be no modification in the scheme of instruction, except that naturally fewer courses are offered. One or two sentences further may be quoted, for the picture they give of everyday life:

The city is still well kept and full and busy, though not with tourists. Certain things are usually counted as extras now. For instance, butter with your morning coffee is charged 25-50 centimes. Butter has doubled in price since 1914. There are two days each week when no meat is sold, but the supply bought in advance usually lasts over the first day. On two days also the *patisseries* are closed. On other days we go regularly to the same good place as in 1912, where the tea is as good as ever and the toast likewise. I don't know by what fluke they get whitish bread for toasting. But the bewildering array of *gateaux* has shrunk to feeble proportions. As no wheat flour may be used for cakes, they have contrived devices of potato flour or rice flour. There is fine fruit in abundance. The trolley cars are worn and old and crowded and infrequent.

Books on World Relations

INSIDE THE BRITISH ISLES

By Arthur Gleason. The Century Co. 434 pp. Price \$2; by mail of the SURVEY \$2.15.

The New England



Previously familiar with men and politics in the United Kingdom, the author has used a prolonged stay there during the war to study the changes in its social fabric under the pressure of new and unforeseen influences. Thus he is in a position to give more than the results of chance observations

and at the same time to take a wider view of the forces at work than is possible to many of the native writers who are too closely identified with some specific war activity or policy to retain the necessary freedom of vision. The primary value of this book to the student of contemporary events is its description of tendencies, accompanied in nearly all cases by sufficient evidence to allow the reader to judge for himself what amount of intended or unconscious exaggeration there may be in the predictions made.

Of paramount importance for the future development of industrial relations are two discoveries made by the British people: that high wages give high productiveness and that high productiveness or high wages cannot be the ultimate aims of an industrial democracy, however necessary both may be to economic security. The war has awakened England to a recognition of the simple fact that her class differences and her remnants of a feudal social organization are dangerous to the national security because they inhibit the exercise of will power on the part of both the privileged and the disinherited. To the one, it has given new careers of social usefulness, and the other a more insistent claim to participation in social control. What this means in the industrial field is here elaborated by the author from the instances given by him in his contribution to the SURVEY for May 19.

"The desires and impulses of the mass have today a power in shaping legislation, controlling administration, adapting environment, and establishing new social relationships which, through lack of organization, they did not possess in earlier periods. . . . An increasing number of people are seeing what they want and are getting it."

Mr. Gleason does not believe that industrial reconstruction in Great Britain will come about without much struggle and, possibly, some false steps. He recognizes an "absence of fundamental brain-work" in the labor movement and, hence, absence of an enlightened leadership which would direct the current of new aims and desires into channels of adequate width and depth. Nor does he overlook the conservatism and "passive resistance" of the average British industrial manager, though there is much evidence that even in the short three years of war he has already undergone a considerable metamorphosis.

"The women of England, having received the thanks of a grateful kingdom, are now about to be rushed to the door and kicked downstairs."

But, if we may judge from the evidence presented by the author, there is going to be considerable resistance; for of the eight hundred thousand or so additional women in industry many have been enabled for the first time to purchase that most precious possession, self-respect and social status. They will not be content to return to the back-kitchen and wash dishes, to spend nothing on their own clothes and comforts while husbands and children enjoy the amenities of civilized life.

If, with the coming of peace, the semi-skilled women who now live better than ever they did before as "dependents" are expected to make room for men, there will be an outbreak of female militancy compared with which the suffragette warfare of the past will have been mere child's play. They have won spiritual freedom as well as economic independence, and the latter cannot be taken from them unless the former be crushed out completely by a long process of deliberate suppression. There is no sign of any such happening. On the contrary, every month of the war sees women enter spheres of activity previously barred to them and an increase of appreciation for their services.

Other sections deal with Ireland and with Social Studies. They contribute to our knowledge of a Great Britain which in many ways has undergone a radical change. But what appears to be a most revolutionary change in public opinion often is merely a new development from roots long grown deep and strong in the British character—it signifies merely that some factor in the life of the nation, long prominent, has gone into the background and others, equally well established, have come to the fore.

The social changes, more in particular, are signs not of disruption but of vitality. Many institutions are bound to disappear, some of them to the regret of those who love beautiful tradition; but what we witness is not the introduction of a new and

foreign spirit, rather "the emergence of the England of John Bull and Cromwell's soldiers from inarticulateness into power."

BRUNO LASKER.

THE SOUL OF ULSTER

By Ernest W. Hamilton. E. P. Dutton & Co. 188 pp. Price \$1; by mail of the SURVEY \$1.35.

THE NATIONAL BEING—SOME THOUGHTS ON AN IRISH POLITY

By A. E. (George Russell). Maunsel & Co., Ltd., Dublin. 176 pp. Price \$1.35; by mail of the SURVEY \$1.43.

The Way Out for Ireland



Considering the vastness of the literature on Ireland, there is a remarkable dearth of books interpreting the viewpoint of Ulster. Captain Hamilton, formerly a member of Parliament for North Tyrone, though he does not perform this service in any scientific spirit and does not assume a judicial

attitude which could not be genuine, yet gives us valuable insight into the philosophy of his former constituents by rewriting Irish history as they see it. His case against home rule is built up almost exclusively on historical grounds. He goes back to the twelfth century to prove that in the first instance the settlement of the island with a people of alien culture and religion was an act of philanthropy; and all Orange politics since that time he justifies by the necessity imposed upon them of safeguarding a precarious existence surrounded by a perfidious native population which would bring into play every crime and infamy rather than fight it out in the open. He advances the old argument that "only the example of a more advanced civilization working in their midst could be expected to open the eyes of the natives to the higher possibilities of existence" and, of course, ignores the one-sided justice meted out for centuries to Irishmen by their conquerors which enabled one section of the population, the colonists and their offspring, to prosper and acquire the virtues of industry and thrift while the rest was reduced to the extremes of poverty.

As regards the future, though he speaks of the Sinn Fein movement with the utmost contempt, the author anticipates a gradual integration of the Irish people as the result of that movement's non-religious character which, he expects, will lead, for the first time in Irish history, to the inter-marriage of Roman Catholic home-rulers and protestant Ulster people.

"The building up in this way of a new breed, cleansed of traditional prejudices, and educated on broad and liberal lines, cannot fail to revolutionize political aspirations in Ireland. The probability is that the clamor for home rule, being (outside of predatory politicians) based on a foundation of ignorance, will die a natural death, and that its place will be taken by a vigorous internal socialism."

To an outsider, this hope, in view of recent events, would seem preposterous and explained only by the complete misconception of the spirit which animates every branch of the home rule movement. So long

THE BOOKS

- BAILEY: *The Slavs of the War Zone*
 BARRON: *The Mexican Problem*
 BEER: *The English-Speaking Peoples*
 COSMOS: *The Basis of Durable Peace*
 COURTNEY: *Nationalism and War in the Near East*
 DOMIMAN: *The Frontiers of Language and Nationality in Europe*
 GIBBONS: *The Reconstruction of Poland and the Near East*
 GLEASON: *Inside the British Isles*
 GRIBBLE: *Women in War*
 HAMILTON: *The Soul of Ulster*
 JORDAN: *Alsace-Lorraine, A Study in Conquest*
 KREBIEL: *Nationalism, War and Society*
 McCLURE: *Obstacles to Peace*
 MACKENZIE and Others: *The International Crisis: The Theory of the State*
 MARCOSSON: *The Rebirth of Russia*
 MASSART: *Belgians Under the German Eagle*
 PANI: *Hygiene in Mexico*
 RUSSELL: *The National Being—Some Thoughts of an Irish Polity*
 SCHYAN: *Les Bases d'une Paix Durable*
 TURCZYNOWICZ: *When the Prussians Came to Poland*
 VEBLER: *The Nature of Peace*

as this is conceived as "predatory," "base," "prejudiced," "bombastic," "covetous" and "purely sordid"—to borrow some of the author's choice adjectives—the "thirteen hundred thousand solid objections" to home rule, no doubt, will remain solid. But it is inconceivable that such a conception can remain if there are in the Orange counties any leaders of opinion capable of approaching the problem of Ireland in the spirit of such practical common sense as that of Sir Horace Plunkett, of "A. E." and of the large body of home-rulers which they represent.

"A. E.," the poet, in his own country better known as George Russell, the propagandist and organizer of agricultural co-operation, in the second book under review, presents the outlines of a political program in which labor is the central factor.

"If we build our civilization without integrating labor into its economic structure, it will wreck that civilization, and it will do that more swiftly today than two thousand years ago, because there is no longer the disparity of culture between high and low which existed in past centuries." He foresees and plans for an Irish commonwealth in which "men no more will be content under rulers of industry they do not elect themselves than they were under political rulers claiming their obedience in the name of God."

He looks upon the concentration of population in great cities as the danger which most threatens the modern state and, therefore, sees the greatest task of Irish statesmanship in bringing about conditions which will enable the countryman to satisfy, without migrating either to the large cities or to foreign lands, his economic, social, intellectual and spiritual needs.

One can see how the author's political philosophy has grown out of his preoccupation with the solution of rural problems and out of the success of the wonderful co-operative movement which he himself has helped on so energetically for so many years. Satisfy the rural unrest, is the lesson which he presents to the world, and you will build up a stable, prosperous, and powerful state!

Russell is not, however, a crank with but one idea. While he claims much for a democratic rural organization and cooperation, he is not blind to many other needs which must be filled. There must be a readjustment of rural and urban interests before national unity can be attained. Geographical representation in government must give way to the representation of interests. Home rule, for him, thus takes the aspect of a direct participation of every citizen in the regulation of the social functions which most closely affect him. "Parliament may act as a kind of guardian of the unorganized, but, once an industry is organized, once it has come of age, it must resent domination by bodies without the special knowledge of which it has the monopoly within itself."

Military organization of the state, before the organization of the people on natural principles has been achieved, seems to "A. E." one of the greatest dangers which Ireland has to face. He is not a pacifist; but it seems preposterous to him that in the midst of a fight for freedom a revival of the military spirit and of the outside pressure of military discipline upon the people should be preached as a means of fusing the diverse elements in the nation.

National safety can lie only in national harmony. By stressing and reiterating again and again this point, as he works out in detail the machinery by which Ireland might find self-expression and complete self-government, the author is driving home a lesson which may well be heeded also in other lands.

BRUNO LASKER.

THE ENGLISH-SPEAKING PEOPLES

By George Louis Beer. The Macmillan Company. 322 pp. Price \$1.50; by mail of the SURVEY \$1.62.



Mr. Beer's case is that the plain logic of the present situation points to the desirability and the need of a closer alliance of the English-speaking peoples. At this time of day it would require a considerable hardihood to deny him the verdict he pleads for, and his argument is indeed not likely to meet serious opposition save from minds of the stiff doctrinaire type who failed to see the havoc that recent events have wrought upon the shibboleths. The presence of an American army in Europe is the symbol of a revolution the full significance of which we shall not discern for many a long day. The political ideas of a century are cast bodily into the melting pot; and it is not yet given to mortal man to see the form in which they will re-emerge.

The author himself is well aware that he has the advantage of treating his subject without the handicap entailed by the pressure of outworn political concepts. He recognizes that the political ideas and syntheses which served the conditions of the last century have ceased to be relevant in a world made new by the very process of being made one. The traditional doctrine of the sovereign state, with its divisive tendencies, is at its last gasp; and it is questionable whether it can ever be made respectable again.

It is indeed true that this doctrine was being seriously called in question before the war. In England, ever since Maitland's time at Cambridge, the course of events—notably the discussion evoked by the Taff Vale and the Scottish churches' cases—was lending irresistible force to his criticism of the Austinean theory; and the performances of the sovereign states of Europe both within and without their borders, before and during the war, make it abundantly clear that without some profound modification of state authority there can be neither liberty within nor harmony without. Most certainly the cause of internationalism is bound up with a radical change in that doctrine of the sovereignty of the national state which has prevailed in Europe since the Reformation.

Mr. Beer might have strengthened his general case very materially by a more exhaustive treatment of this point, especially with reference to the immense changes which such a doctrine would work in the temper of the peoples affected by it. It would undoubtedly stimulate and release loyalties (hitherto much limited by the claims of the state) to other ideals and institutions, both domestic and international. Sentimental attachment to the crown or the flag (or whatever the symbol may be) will have to compete with other associations in which the broadening cultural and economic interests of mankind will increasingly embody themselves. And for Mr. Beer's more particular thesis this has very great importance. For, unless the signs are wholly misleading, present tendencies in England are certainly moving strongly in the direction of a diminished authority for the state. It is the beginning of the end of self-regarding nationalism as a factor in the affairs of the world.

Mr. Beer raises many points of interest which we may not now discuss. But we are bound to demur to his too facile assumption of the abandonment of free trade by Great Britain. The truth is that the post-bellum situation in England is full of the most ex-

traordinary possibilities. Most certainly there will be new political alignments; and it is not unlikely that a strong party will come into existence composed of labor, socialist and radical elements and united on the basis of Guild Socialism; and recent events, pointing, as they do, to the discrediting of the older type of labor leader, may rally the British labor movement to this new party. And that this party will be free-traders appears to admit of no doubt. In any case the movement will be altogether favorable to the most intimate friendship with America.

RICHARD ROBERTS.

THE REBIRTH OF RUSSIA

By Isaac F. Marcossou. John Lane Co. 208 pp. Price \$1.25; by mail of the SURVEY \$1.35.

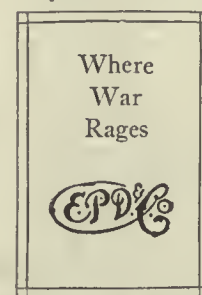
Mr. Marcossou was in London when the Russian revolution broke out and he was the first American to reach Petrograd after that event. He does not claim for this account of the happenings which he witnessed or heard from witnesses more than it really is: a brief but honest chronicle of momentous issues which will ever live in history, intermingled with a narrative of occurrences which, though of no deep or peculiar significance, derive importance from the light they shed on the state of public opinion in Russia at the time.

The book includes a character sketch of Kerensky, the most notable man of our time, and describes the different aims of the parties and factions whose activities are so anxiously followed in the western world today. There are a number of good and telling photographic illustrations. Until it is replaced by a more weighty and judicious history of the revolution—and that cannot be for many years—this little volume is a decidedly useful source of information on contemporary Russia.

B. L.

THE SLAVS OF THE WAR ZONE

By Rt. Hon. W. F. Baily, C.B. E. P. Dutton & Company. 268 pp. Price \$3.50; by mail of the SURVEY \$3.64.



This is a colorful and more or less readable account of scenes and conditions in Galicia, Bohemia, among the Slovaks of Hungary, in Vienna, Budapest and Fiume, in Croatia, Bosnia and Serbia. It is well for the author that the stringencies of wartime economy do not affect lavishness in the use of adjectives. It will be well, too, if his readers are content with his easy generalizations and somewhat superficial accounts, for he does at the same time bring together much that is entertaining and instructive and not very generally known. His habit of mingling what is apparently genuine first-hand observation with fictitious matter, as in the account of the assassin of the Archduke Franz Ferdinand in a Sarajevo café the night of that pregnant crime, tends to diminish one's sense of confidence. It is like the old panorama with its foreground of real objects fading imperceptibly into the illusion of the back scene; one does not quite know at what point to allow for the work of imagination.

In Bohemia, as I saw it over ten years ago, the wearing of the old peasant costume was almost wholly obsolete. In the town of Domazlice, if anywhere, I was told, it would be still in evidence, but even there the men seemed to have abandoned it definitively and J judged that it was moribund even among the women. Nevertheless, ac-

According to Mr. Baily, "many and beautiful are the costumes to be met with in the Prague markets. Here are men in rich black velvet jackets and short full scarlet petticoats [!]; other men in close-fitting breeches, white vests, embroidered with curious flower designs, high shining Hessian boots and round Astrakhan jauntily plumed caps. Here are girls, too, resplendent in flaring headkerchiefs, purple or russet-brown dresses, half-hidden by orange or green lace-edged aprons—neither dress nor apron reaching below the wearer's knees, thus affording a pleasing view of plump legs clad in red-and-white-ringed stockings. There are other damsels clad in trim blue bodices, lilac or poppy-hued skirts, black headdresses and brilliant hosiery."

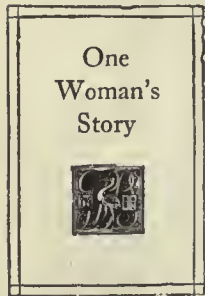
The book is not unnaturally affected by a sentiment of sympathy with all things labeled Slav and a not very virulent antipathy for all things labeled "Teuton." It would be to inquire too curiously to ask how far the judgments passed would have differed had the book been published before 1914 and so without any retouching to fit in with the psychology of war-time.

The pictures are reproductions of photographs such as any traveler in these most picturesque parts of Europe is likely to bring home with him. Even more than the text they recall the ineffable charm of these beautiful and in many parts ravaged lands. When the war ceases may wise and abundant assistance be forthcoming for the enormous tasks of reconstruction that will then have to be met.

EMILY GREENE BALCH.

WHEN THE PRUSSAINS CAME TO POLAND

By Laura de Turczynowicz. G. P. Putnam's Sons. 281 pp. Price \$1.25; by mail of the SURVEY \$1.37.



One Woman's Story

This is a story of harrowing interest simply and appealingly told. An American girl married to a Russian Pole, the author, was held in Suwalki, when the Germans were about to occupy it for the second time, by the illness of one of her three little children. There she endured practical captivity for seven months. Her house was used as headquarters by German officers, for some time by Hindenburg, while she nursed her children through typhus, part of the time ill herself with the same terrible disease. During these months she and her children were obliged to see the most terrible sufferings which she did the utmost that she could to mitigate, feeding war prisoners and otherwise befriending those in distress, often at the most imminent risk. By sheer moral force she impressed brutal and drunken soldiers and made herself respected by them.

It is the record of the courage, efficiency and deep and generous feeling of an American woman of whom her country may well be proud. But it is the darkest possible picture of the cruelties, indecencies and unspeakable miseries of war. The author does not deal in general charges. She has apparently kept amazingly clear of the corrosion of hate and has striven hard to do so. She carefully records the many kindnesses, great and small, received from Germans, as well as the manifold cruelties of other Germans. The horror of it is all the greater because of the impression of restrained simple truth-telling.

The fatal logic of war reprisals! First the Russians invaded East Prussia; then the Germans invaded Russian Poland and behaved badly there; the Cossacks took hideous

revenge for this in the second Russian raid on East Prussia; the Germans, reinvading Poland, exerted themselves to repay Cossack atrocities with systematic *Schrecklichkeit*. And in every case it was the poor, simple folk of the country, for the most part neither Germans nor Russians, who suffered.

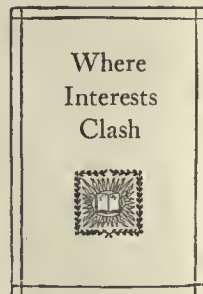
After the fighting about Suwalki, the able-bodied men and women had been carried off by the Germans. At the suggestion of a priest, Madam de Turczynowicz went out to pick up the children thus abandoned. The houses had been burned and the children were wandering alone starving. One child of four was carrying about a baby of eight months. "Going through the forest at dusk we heard a child's cry but could not locate the sound." In the two days' search she rescued eighty. When she saw them again some time afterward she says "they were getting to look more like children."

It is not the atrocity of this or that man or army, it is the atrocity of war that is branded on one's mind by this unforgettable book.

EMILY GREENE BALCH.

THE RECONSTRUCTION OF POLAND AND THE NEAR EAST

By Herbert Adams Gibbons. The Century Co. 218 pp. Price \$1; by mail of the SURVEY \$1.08.



Where Interests Clash

This reprint of articles which have appeared in the *Century* magazine is an important contribution to the literature on American foreign relations. It emphasizes the fact, as yet so little understood by some of those who discuss peace terms in this country, that the principles of American

policy concerning the Near East are fundamentally and necessarily different from those of our allies, and that a mere following in the wake of London and Paris diplomacy on the part of our state department would have disastrous consequences not only to ourselves but to the peace of the world. Dr. Gibbons avoids the exaggerated fault-finding with British diplomacy in the Balkans, past and present, which disfigures so much of the professedly "independent" political writing of these days. But he shows quite clearly that, protestations of their unselfish aims notwithstanding, Great Britain and the rest of our allies do in fact pursue aims inspired by national advantage—real or imagined—as well as those dictated by the desire for an equitable, durable peace.

We are guilty of an optimism bordering on wilful self-deception if we act on the belief that the aims and peace conditions proclaimed by President Wilson are shared by the statesmen who control the policies of our European allies, if we allow ourselves to forget that they have been brought up in a school of diplomacy foreign to our ways of thinking, if we abandon the fate of the oppressed and dependent smaller nationalities in the Near East or elsewhere to the supposed altruism or good judgment of our comrades in arms.

Dr. Gibbons makes a strong case for the retention of Turkish control over Constantinople and the waterway of the Bosphorus, the Sea of Marmora and the Dardanelles on the grounds of freedom of development for a nation prevented in the past by her more powerful neighbors from effective internal reform and advancement, of world interest, of equity, of logic. He lays bare the designs of European statesmen on the wealth of Asia Minor as the permanent and as yet unaltered motive of singularly vacillating and fickle

policies. He shows that the integrity of two other great Mohammedan states, by no means guaranteed as yet by our allies, that of Afghanistan and Persia, is essential for the equilibrium of western Asia and should have the ardent support of the United States on the basis of President Wilson's Senate speech of January 22.

As regards the future of Poland, he does not believe that Russian liberals are entirely to be trusted. Nor has the British government ever effectively intervened on behalf of the Poles, though popular sentiment in favor of their freedom has often been as strong as it is now on occasions just as favorable for the realization of Polish independence. He does not believe that any solution of the Polish problem will be permanent which does not completely eliminate Russian as well as German control over the reconstituted Polish state and which is not, at the same time, determined "by conservative, unsentimental, ethnological considerations and by sound economic and political considerations," rather than on historical grounds.

Most needed for their educational value are, perhaps, the pages in which the author sets right misled public opinion in this country concerning the nature of Panislamism and the Islam conception of the state. The conception of a universal khalifate was forced upon a reluctant Ottoman ruler by European intrigues; it is not indigenous. On the contrary, Islam is essentially theocratic, and a Mohammedan ruler has religious jurisdiction only over people subject to his political sovereignty. This is a matter of considerable importance when it comes to that part of the American peace program which has to do with the self-government of free peoples.

Dr. Gibbons makes many detailed suggestions for a new map of the Near East, some of them widely accepted here and among our allies as desirable objects, others likely to become those of acute controversy in the near future. There can be no question, however, as regards the pertinency of his general thesis that this country's entry into the war has thrown upon it an even greater responsibility for the smaller nations of Europe than it would otherwise have had, and that no other action will fulfill its claims than a fearless, if need be single-handed, application of the Monroe doctrine to the affairs of the world, "that no nation should seek to extend polity over any other nation or people, but that every people should be left free to determine its own policy, its own way of development, unhindered, unthreatened, unafraid, the little along with the great and powerful."

BRUNO LASKER.

BELGIANS UNDER THE GERMAN EAGLE

By Jean Massart; translated by Bernard Miall. E. P. Dutton & Co. 368 pp. Price \$3.50; by mail of the SURVEY \$3.64.

In this painful exposition by a Belgian, "vice-director of the class of sciences in the Royal Academy of Belgium," the attempt is made to give a strictly objective and scientific character to the picture of Belgium under German rule. The documents on which it is based are all said to be of German origin or censored by German authorities: books, newspapers, posters, and so forth.

The book was compiled in Belgium during the first twelve months of the German occupation. It therefore, says the author, "precisely reflects the state of mind of a Belgian who has lived a year under German domination." The violation of Belgium's neutrality, reprisals for alleged Belgian atrocities and sniping, various illegalities, exactions and cruelties, all as far as possible documented, make up the body of the book.

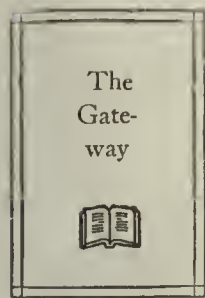
The reader is aware that one side only

is being presented, and that the author, however hard he tries to be accurate, cannot possibly be an impartial witness. But making every allowance, it is still a sufficiently ugly story.

EMILY GREENE BALCH.

ALSACE-LORRAINE, A Study in Conquest

By David Starr Jordan. Bobbs-Merrill Company. 114 pp. Price \$1; by mail of the SURVEY \$1.07.



Twenty-three times, according to Bismarck, has Germany been invaded by her Gallic neighbor through the gateway between Strasburg and Metz. When he closed the gate and kept the key, he also kept a land and a people which was only partly and distantly of German origin, had become a

member of the great French democracy through many generations of common experience, spoke French for the most part and had behind it a history of successful self-government. Dr. Jordan, who traveled through this country in 1913, came back convinced that in 1871 neither of the provinces was in any sense a German *irredenta* and that no significant proportion of the original population desired inclusion in the German empire, even on terms of equality with other autonomous states.

After forty years the public sentiment had, naturally, undergone a change. Dread of war, of another futile tug between the two great powers in which the beloved motherland would be the chief sufferer, was the dominant note. Between 1871 and 1873 about one-fifth of the total population, 270,000, including, of course, the most ardent French patriots, had taken advantage of the option given them in the peace treaty to emigrate to France. Probably more than an equal number followed later when the oppressiveness of German rule became recognized as a permanent condition of life.

On the other hand, large numbers of Prussians settled in the new Reichsland and occupied practically all official positions, civil as well as military. The majority of the present generation were taught in German schools by German teachers—even those in Lorraine who speak a French dialect receive their teaching of French in the German language. New industries, predominantly owned and managed by Prussians, had grown up and prospered around the old centers of native population. The former aspiration towards a speedy reunion with France was slowly changing into one towards self-government and participation on equal terms in the counsels of the German empire.

With the present war old hopes have been revived, old wounds reopened. No one can say with certainty what would be the result of a referendum to ascertain whether the people preferred a German or a French affiliation, if the Prussian settlers and their children were included in it. Economically, the Alsace-Lorraine of today leans upon Germany; emotionally, upon France. But such a referendum, even at the conclusion of a drawn war, would be neither a fair nor an expedient basis for a solution of the problem of Alsace-Lorraine. What the people want is not this or that political affiliation but political independence. "Neither France with her mourning figure of Strasburg, as little as possible like an Alsatian maid, nor Germany with her *Abwehrgesetz*, her laws of exception and repression, has ever quite grasped the present spirit of Alsace."

If the author is unable to forecast the best solution of the perplexing problem of

Alsace-Lorraine, at least he brings sufficient evidence to show that many of those which have been proposed from time to time are utterly impracticable. An exchange of Alsace-Lorraine for Madagascar, or, for the matter of that, all the French colonies together, is impossible for Germany, who insists that these provinces were "won back," not conquered. The creation of a new dynasty is equally out of the question, as is the inclusion of Alsace-Lorraine in the German empire as an autonomous republic. Dismemberment with a view to returning to France the more French-speaking sections is impossible, because "the feeling of a people in no way depends on the dialect they speak at home," and the communes most conspicuously attached to France are hopelessly mixed up with those which have become more German in complexion. Also, there is as much sense of common destiny between Alsace and Lorraine as there is between the Flemish and Walloon provinces of Belgium; and in both cases a splitting of the country into two separate parts would not lessen but increase the frontier difficulties and problems, quite apart from the fact that it could only be accomplished in violation of the strongest patriotic sentiment.

The creation of a new "buffer" state, a republic which would link up Switzerland with Luxemburg and Belgium in a broad belt of unfortified, independent states, not so much separating the two great nations at either side as giving them the greatest historical opportunity for conciliation and furtherance of mutual economic and cultural relations, though not advanced by Dr. Jordan as the solution, from an analysis of the material which he brings does stand out as at least the most promising approach to it. Alsace-Lorraine is not a nation today; but the racial and political contrasts within her boundaries are not nearly so strong as were those of other independent European states which have proved a blessing to their citizens and to the world at large. The real affinity of Alsace, the author tells us, lies with Switzerland.

An independent Alsace-Lorraine, offending the vanity of both her neighbors, would have to carry one of the heaviest responsibilities for the future peace of Europe. If the new Europe were, in outlook and organization, to resemble the old, the position of such a state would be untenable. Without a port, without an assured market for her products, hemmed in on every side by the tariff walls of mighty nations, she would bleed to death.

But the war is not to end like that. The peoples of the world are out for a healthier and a juster relation of nations to each other, even if some of their rulers and diplomats still fight in the old spirit of *Realpolitik*, so called. America will welcome into the fellowship of nations this newcomer who loves peace, progress and humanity and who will be a gateway to understanding and friendship between two great peoples, not to aggression.

BRUNO LASKER.

HYGIENE IN MEXICO

A study of sanitary and educational problems. By Alberto J. Pani. G. P. Putnam's Sons. 206 pp. Price \$1.50; by mail of the SURVEY \$1.60.

This is an ardent plea for public health in Mexico, and a vigorous statement of difficulties in the way thereof. The plea is made by a man who has held many official positions in his country, and was a member of the Joint Mexican-American Commission of 1916. His first thesis is that it is necessary for the powers that be to take action insuring health—*salus populi suprema lex*; and the proceeds from the sale of his Spanish edition were given to the People's University

of Mexico for its work, especially in teaching hygiene.

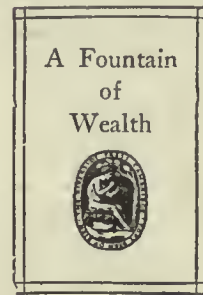
Dr. Pani's comparative statistics are startling: the death-rate per thousand in Mexico City is nearly treble that of American cities equal in population; two and one-half times greater than that of comparable European cities; greater even than that of Madras and Cairo where cholera is endemic and plague always a possibility. The fact that the largest average of deaths is due to digestive disorders, Dr. Pani explains as perhaps traceable to "bad or deficient food, including water." Respiratory diseases cause the next highest fatality, and tuberculosis does much to raise the total of "general diseases," among which it is included. For the high rate, Dr. Pani finds explanation in dwellings defective in sanitation; a climate of sudden and extreme changes; and such civic sins of omission as bad paving, insufficient cleaning and sprinkling of streets.

It is to improved conditions of housing and nutrition that Dr. Pani looks for the greatest improvement in Mexico's health. He lays upon the government a strict charge, of investigation of health conditions and intelligent endeavor for this improvement, in its great task of national reconstruction.

G. S.

THE MEXICAN PROBLEM

By C. W. Barron. Houghton Mifflin Company. 136 pp. Price \$1; by mail of the SURVEY \$1.06.



This is a small book on a very large subject. It supplies fresh and valuable information concerning one major economic interest in Mexico—petroleum. But quite outside its purview lie four others—agriculture, mines, rubber, henequen. It surveys with some degree of intimacy five to ten thousand square miles of territory. Mexico has

over 750,000.

No reader of the volume can afford to forget these limitations. Within them it is an excellent piece of work. The romance of coal oil in Mexico was worth the telling. The truth of it is so incredible that not even a Jules Verne would have dared imagine it. Oil wells at sea level, that do their own pumping, that even have to be curbed to keep them within bounds, that drive their product through pipe lines aboard ocean-going steamers, that yield (when allowed) hundreds of thousands of barrels a day, that force their largess upon men under a pressure of hundreds of pounds to the square inch, that make millionaires of their owners while they sleep—it is a veritable Arabian Nights' dream. Experts declare the geology of those fields to be unintelligible. It defies all known laws. Nobody knows what to expect. An innocent drill hole may in a moment become a roaring volcano, overwhelming men, machinery and landscape with its seething, gummy riches.

Mr. Barron is sympathetic in his attitude toward the Mexican people, in marked contrast to many who have written about them. He pays a fine tribute to the fidelity and capacity of the Mexican laborers in the oil fields. Yet it should be remembered that the inhabitants of that hot coastal strip have always ranked rather low in the country's population. Until petroleum smothered the malaria mosquitoes, settlements there were almost impossible. Frightful fevers devastated whole townships. Even the cattle died at times. Only the apathetic and inferior elements of the population remained.

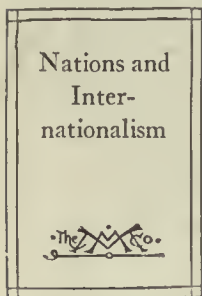
But while kindly toward the people, the

author is rather sharp with the Mexican government. He is also impatient with Washington. There are a few axioms accepted by those widely acquainted with Mexican affairs which a more extended study will probably bring home to him: (1) Mexico must solve her own governmental problem. Forcible interference from without can do only harm. (2) The disturbances there are phases of an ethnical and social evolution. Evolution is ever slow. (3) The Carranza government is by far the most trustworthy factor now in sight. It should have our sympathy in its struggles and our help whenever support is needed. Henry Bruère, who has just made a careful study of that government's situation, mentions as one element of great importance to it "the cooperation of the great mining, oil and other foreign industrial interests."

G. B. WINTON.

NATIONALISM, WAR AND SOCIETY

By Edward Krehbiel. The Macmillan Company. 276 pp. Price \$1.50; by mail of the SURVEY \$1.62.



A most usable and useful book. Not a book to read. A systematic arrangement of analyses of arguments pro and con, brief quotations from leading authorities, names, dates, lists, bibliographies, make of this volume a storehouse of suggestion and material. As a

guide to the solitary student, or to the leader of a study group, as first aid to the lecturer, as a help to documenting an argument, it is invaluable.

By "nationalism" Professor Krehbiel means the theory of absolute sovereignty of the state with imperialism, international rivalry and the philosophy of force as corollaries. The first part of the book deals with this—with the case for and against nationalism and the war system. Angell's doctrine of "the great illusion," the economic consequences of war and public debts, with the sociological, biological, political and ethical aspects of war.

Part II deals with evolutionary changes, with alterations in the institution of warfare, and the developments making for modern internationalism.

The third part deals with pacifism in the widest sense; with the literature of peace ideals, with the growth of international law and international arbitration, with the Hague conferences, and the development of international organization, with schemes and forces making for better international relations.

The appendix gives data on army and navy appropriations of different powers, the pacifist periodical press, fiction and drama dealing with war and peace, and finally a list of the cases decided by the Permanent Court of Arbitration.

As an example of the pithy style, take the author's analysis of the contrast between police force and military force, comparison as to which is such a constant rock of offense to the anti-pacifist:

"Martial force is exercised by the interested party in his own behalf; it is competitive and seeks to impose its will, which it identifies with the right upon its advocacy by violence if necessary. Police force is not exercised by the interested parties to a dispute, but is the force exercised by the agents of a cooperating society; its function is not to help one of the disputants to impose his conception of right on the other, but to see that each is protected against the other and that both are obedient to society."

EMILY GREENE BALCH.

THE INTERNATIONAL CRISIS: THE THEORY OF THE STATE

By J. S. Mackenzie and others. Oxford University Press. 163 pp. Price \$1.50; by mail of the SURVEY \$1.60.



No phase of the great war is now so important as its connection with political organization and theory. It has, taking the utterances of statesmen, settled down to a war for democracy. Just what democracy is depends on the individual defining it, and there are at least as many varieties as

there are classes or social groups. Is it personal liberty after Rousseau, Jefferson and Jackson? Is it the "consent of the governed" even if their individual liberties are slight? Is it the political condition which would spring from a socialistic state? Or what? Upon the answer given to this question much of our future depends. And to answer it is not so easy as is at first imagined.

It is with this subject, the theory of the state, that the six lectures delivered at the Bedford College for Women have to do. Broadly, they contain the now generally accepted doctrine that there is a fundamental difference between the German and—at least—the British, French and American theories of state: the former regarding the state as above, and virtually independent, of the individuals who compose it, the latter conceiving the state as a joint-stock concern of its citizens. The German theory also regards the state as power, and hence readily adopts the doctrine that might makes right.

This doctrine forms the substance of Professor Sorley's lecture on The State and Morality, and Professor Mackenzie's analysis of Might and Right. The former rejects the view of publicists—chiefly though not without exception German—that the state is under no moral law, on the ground that the interaction of states produces a certain community of interests, which cannot tolerate the doctrine that a state cannot sacrifice itself to something higher, as there is nothing higher. He contends that the common interests of states are higher and that sacrifice of a state to them is the greater good. Still, how complex, and even treacherous, this subject is, appears in Mr. Mackenzie's contention that a more highly civilized and better governed state may feel called upon to interfere with the affairs of a state not so placed, and frankly admits that whether this is right or not is a question of power (p. 72). If it can successfully do so it is wise and right. It is very difficult to distinguish this from the might-makes-right philosophy!

Highly instructive is Mr. Lindsay's lecture on The State and Society. Noting that the two are not synonymous, that, indeed, the German theory of state runs counter to the interests of modern society, he develops the idea that the political task of the future will be dominated by the present discrepancy between the need for a political organization in harmony with the economic interconnectedness of states and man's capacity and will for such an organization.

Under the caption, Egoism, Personal and National, Canon Rashdall touches first upon the very fundamental relation of emotion and reason to the morality of states, and declares that only if morality is the product of reason or intellect can we talk of a universally binding morality. Right, then, for a state as for a person, is something that is reasonable—and the 'selfish aims of the individual state, however keenly felt, are not reasonable. Altruism is required.

The other parties must be considered. The common welfare, only, is reasonable. Patriotism, to be sure, is a sort of instinct, an emotion. But it, with all other emotional moralities, should be required to give an account of itself at the bar of reason and be modified accordingly. "We must essay the task of teaching a higher, a more rational, a more humane and more Christian patriotism."

The two remaining lectures are less instructive, indeed, that of Mrs. Creighton on Church and State is contrary to American traditions and beliefs. It takes the position that an established, a national church, is desirable (page 20), and in discussing the relation of church and state it gives no satisfactory rule for determining the functions or the jurisdiction of either. The church, it is stated, should act as the conscience of the state, and it has a deposit of principles which it is bound to preserve; the state is concerned with expediency which often threatens the principles of the church. But the church, the conscience of the state, "will do much to avoid collision if it will be content to express itself as the spiritual organ of the nation, and will abstain from fighting for what it considers its rights" (page 20). Two pages later is the opinion that the church must be ready to lose all its property rather than submit to an unrighteous state.

It is to be expected that there will be discrepancies between lectures by a number of persons. Mr. Sorley rebukes the German writers for regarding their nation as a "chosen people." He forgets that Cecil Rhodes, Carlyle and many more thought the same of Englishmen. Mr. Mackenzie, who is fairer here, quotes from Carlyle to that effect, and from another writer who expands on "God's Englishmen," and notes that Nietzsche regarded the French as the most highly civilized of modern peoples.

One cannot read these lectures without noticing the strong vein of internationalism in them. They look for some system that shall overcome the defects of the existing order, and by various routes arrive at the same general conclusion, that the several states of earth must submit to a political organization that shall safeguard humanity. This is the best feature of the series; it points the way.

EDWARD KREHBIEL.

NATIONALISM AND WAR IN THE NEAR EAST

By Lord Courtney of Penwith. Oxford University Press. 428 pp. Price \$4.15; by mail of the SURVEY \$4.35.



This scholarly and important piece of work is a product of the Carnegie Endowment for International Peace, and in particular of the Division of Economics and History, under the direction of Prof. John Bates Clark. It is much more than a mere history, though it is that—an excellent

philosophical, readable and original history of that tangled twist of wrongs and aspirations that made Kipling's "war eagles" always anticipate "trouble in the Balkans before spring" and which made the passions of that troubled region the tinder, as everyone knew that they were likely to be, that set the world ablaze. The sense of what is to follow gives a tragic poignancy to the story as one reads. It is at the same time an analysis of the relations between nationalism and war, in the Balkans in particular, but also in their general bearings.

Of special interest to Americans is the emphasis laid by the British author on the influence of America, directly by her educa-

tional efforts at Robert College and the Constantinople College for Girls, but also in a permeating and deeply modifying way through the effects, political, moral and economic of emigration.

Of the anonymous author, Lord Courtney tells something in a brief preface. He speaks of his special qualifications, his first-hand knowledge of the Near East, his rare distinction in that "he has moved in and out among chancelleries and knows their atmosphere without ever having succumbed to its asphyxiating influence."

The charm of the book lies in this personal quality of the author, his wisdom, his deep and universal humanity. To read it is discipline in disinterested and humane appreciation of racial and political conflicts of a sort which are too apt to breed heat and partisanship even in the student of them. It is full of poignant sayings on peace and war.

For instance: "In the end, as is always the case in war, military pressure overcame political prudence. Once war is in sight, the only possible policy is that which promises the best prospect of successful warfare, not that which offers the best prospect of a successful peace. War cannot be kept in place as a means to an end, but always becomes the end itself."

The moral of the book, for it most definitely has a moral, is summed up at the close of the author's preface:

"When peace has again been established in Europe and the Balkans, and the time comes for the civilized peoples to reconstruct their international relationships, it will be well for the world if they have learnt one lesson—that national responsibilities may not be neglected with impunity in any region, however insignificant, nor by any citizen, however ignorant. . . . The European wars of today and the Balkan wars of yesterday are due to the failure of the electorates of western Europe to impress on their governments their own instincts of common sense and conscience. . . . The British citizen who thinks diplomacy a mystery beyond him, and the American citizen who thinks it a mummery beneath him, are only right in so far as they themselves have made it so. International politics will suffer as much through being cut off from the common sense and conscience of citizens and committed entirely to professionals as do municipal politics."

EMILY GREENE BALCH.

THE FRONTIERS OF LANGUAGE AND NATIONALITY IN EUROPE

By Leon Domiman. Henry Holt & Co. 375 pp. Price \$3; by mail of the SURVEY \$3.30.

As a
Man
Speaks



Anyone who thinks it will be quite easy to adjust boundaries after this war so as to insure stable equilibrium through any simple formula like "respect for the rights of small nationalities" should read this careful and scholarly study. This shows, to begin with, what an uncertain term "nationality" is. Is that sense of group unity which constitutes true nationality founded upon common political sovereignty, common language, common descent (racial homogeneity) or common habitat? Obviously it is not purely political in most cases. Race has evidently little to do with it, as we find in all the present European nationalities a mixture of two or perhaps three of the European races. Domiman's book considers that language exerts perhaps the strongest forma-

tive influence on nationality because words express thoughts and ideals. But underlying the currents of national speech is found the persistent action of the land, which restricts and directs their course.

Political boundaries drawn along the line of demarcation between languages would probably afford the most generally satisfactory and stable division of peoples, and in this book the author leads us along all the frontier lines of the European continents, painstakingly pointing out just where the language lines run. Sometimes there is not a clear line; sometimes there are language enclaves that no continuous boundary line can take in; sometimes there is a mixture of languages in one place, which leads us to see how much careful adjustment, how much compromise and conciliation will be needed, how much dissatisfaction will still remain, with boundaries run as scientifically as possible.

This is vividly shown by the quite remarkable maps colored and shaded to show linguistic and political areas. The map of Austria-Hungary, for example, is a patchwork of color, in big blocks, in little blocks, in long, straggling bands, mingled and intermingled; and even so the symbols fail to show the tracts where languages are spoken in layers—a vertical distribution through social strata as compared with a horizontal distribution through different localities.

The frontiers specifically discussed are those of the French and Germanic languages in Belgium and Luxemburg, in Alsace-Lorraine and Switzerland; of the Italian languages, the Scandinavian and Baltic languages, Polish, Bohemian, Moravian, Slovakian and Hungarian, and finally, almost one-half of the book is taken up with a detailed discussion of the Balkan peninsula and the peoples of Turkey, which is of especial value in view of the author's especial familiarity with the political, racial and linguistic tangle of that region, and our general ignorance of it.

Of particular interest is the historical review of Turkey as the great highway between east and west, from the time when the earliest known trade routes converged through this corridor to the days of the Bagdad railway, showing how persistently through the ages control of this route has been the object of European conflict, and turning our eyes away from the more familiar but more superficial causes of the present contention to its age-deep sources in the East.

KATE HOLLADAY CLAGHORN.

WOMEN IN WAR

By Francis Gribble. E. P. Dutton & Co. 342 pp. Price \$2.75; by mail of the SURVEY, \$2.90.

This book was completed before 1914 by a British man of letters who was subsequently interned a year in Germany. His lively narratives of romantic Amazons and of saintly heroines from Jeanne d'Arc to Edith Cavell include those of a surprising number of French and Russian women who donned male attire and either openly or secretly fought in the ranks. Among those who, though not in battle, were prominent factors in waging war are Catherine the Great, Empress Eugenie, many favorites of kings, the English women who perished at Cawnpore, and that noblest of ministers of mercy, Florence Nightingale.

The omission, made before the war, of accounts of German women is attributed by the author to the fact that Teutonic achievements of valor have been in organized efforts of the mass, rather than in the dash and daring of the individual, and because even exceptional women have been confined to domestic labors. He admits that Germany today possesses women who hold that

their country has "engaged in a bloody, vulgar and unprofitable quarrel, provoked by the turbulent crown prince." The one Teutonic woman whose work is chosen for favorable comment is Baroness von Suttner.

The book is a collection of facts regarding many amazing and dramatic careers. The fact that English women play scarcely any part in these is due to their island security and protection from invasion.

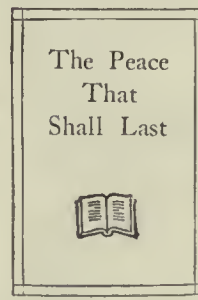
LUCIA AMES MEAD.

LES BASES D'UNE PAIX DURABLE

By Auguste Schvan. Librairie Felix Alcan, Paris. 245 pp. Price \$.75; by mail of the SURVEY \$.81.

THE BASIS OF DURABLE PEACE

By Cosmos. Chas. Scribner's Sons. 144 pp. Price \$.50; by mail of the SURVEY \$.55.



Les Basis d'une Paix Durable is the thoughtful production of a radical Swedish diplomat, whose German military training and studies led to his vehement repudiation not only of the German conception of the state, but of the modern conception altogether. He bases world law on human solidarity and

would substitute cosmopolitanism for internationalism, which implies nationalism as well. Free trade, a world court in many local sections, abolition of rival armies and navies, an ocean police, and great limitation of collective control over wide areas form parts of his scheme for a new world order. Exclusion of aliens would be permitted, but administration of collective affairs of citizens would be limited to a region so restricted that every law would closely affect the life of all. When the latter pass to other nations they, as world citizens, would share all its privileges and restrictions. In such a world exploitation of weak peoples and ambition for territory would cease.

The style is incisive; the half-way measures of the pacifist—the immunity of private property at sea, government manufacture of munitions, a league of nations—are scored with pungent wit. The book bristles with fresh ideas and startles by its proposals which, though not Utopian, can not be reached without many intermediate steps. Its stimulating pages can not be briefly summarized to do them justice.

The Basis of Durable Peace, written by an anonymous expert on international problems, is one of the ablest expositions of the subject that has appeared in small compass. Much less technical than Lafontaine's *The Great Solution*, it presents in the form of letters to the *New York Times* a candid discussion of the primary causes of the war, the objects of the allies and the constructive measures that should be adopted after the war and sedulously studied now.

The author advocates the return to France of Alsace-Lorraine and no half-way measure of neutralization. He shows how false views of international trade are constant causes of war; he sees Prussian militarism as a state of heart which can be got rid of only by the Germans themselves; he finds the present war closely connected with the suppression of the revolution of 1848; he discusses the freedom of the seas, and the enforcement of peace by a league of nations and shows this to be impracticable; and he analyzes the work that should be undertaken by the third Hague conference.

The author is no pacifist and advocates universal military training, a measure which President Wilson declares to be as yet inopportune. He also holds that the place of

the United States in history and its just development will depend upon the way in which it deals with the great international problems that confront us and that half of our protests against injustice and cruelty will be lost if we permit these evils to exist at home. A correspondence with Hall Caine published as an appendix still further elucidates his theme.

LUCIA AMES MEAD.

OBSTACLES TO PEACE

By Samuel S. McClure. Houghton Mifflin Company. 487 pp. Price \$2; by mail of the SURVEY \$2.16.



This is an admirable scrapbook, full of telling facts and illustrations throwing light on the origin of the great war and many of its phases which, to the general public, have remained well-nigh inexplicable. Among these, the mentality of the belligerent nations has, three thousand miles away,

remained a gigantic mystery, in spite of all the ink that has flowed over this one topic. Mr. McClure is rendering a service not only to his contemporaries but to future historians by giving this permanent form to his interviews and observations in England, Ireland, Germany, Austria, Hungary, Turkey, France and Belgium. The pages in which he records his personal impressions show a desire to know and to understand. The sketchy character of the book is due to an evident effort to abstain from generalizations which he could not support by drawing on his own knowledge. Nevertheless, certain conclusions stand out clearly.

Germany did not expect England's intervention. The possibility that later on, for economic reasons, Great Britain might come to the rescue of France under one pretext or another was considered and planned for by the imperial government. But neither the chancellor nor the masses of the people foresaw that the invasion of Belgium would be made an immediate and dominant issue. Mr. McClure does not doubt the genuineness of the resentment with which all Germany received the news and gradually absorbed the fact of the world's moral condemnation of that act. The excuse for it, that the nation was attacked from two sides and had to fight for existence, was sincere.

The tragedy of the war, as Mr. McClure sees it, lies precisely in the fact that it does not represent the self-defense of one innocent and injured side in European politics against wanton aggression on the part of a crafty and scheming power bereft of all sense of moral responsibility. On both sides he found not only a highly developed patriotism, but also a deep consciousness of obligation to the rest of the world. Neither German nor Anglo-French concern for the wronged and oppressed smaller nationalities of Europe can be lightly dismissed as cant and hypocrisy. But they have learned to view the problem of safeguarding the peaceful development of free peoples from the angles of totally different historical experiences. The problem of Turkey, to which considerable space is devoted in this book, is not unlike that of Mexico. Is it surprising that Europe could not agree on the right way towards its solution?

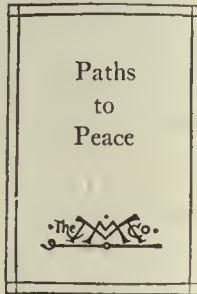
But the tendency of the book is not pro-German. It contains accounts of German cruelty as bad as any which have yet found their way to this country, always given with the source of information so that the reader can use his own judgment in belief and unbelief.

The author wisely has not attempted to reconcile these phenomena with the world-known facts concerning German customs and morals prior to the war. He could have succeeded in doing so only by using either a tar brush or a whitewash brush. There can now no longer be doubt, even among the most pacifist and Germanophile Americans, that on the essential characteristics of German war-making this country has not been misinformed; that the stupendous fall of a great nation into willing consent to inhuman practices is a fact. That recognition makes us shudder more than any possible fear of a naturally barbarous enemy organized for the sole purpose of destruction: for it brings close a realization of the danger which all enlightened peoples run, once the militarist spirit and philosophy is permitted to enter their conceptions of the state.

BRUNO LASKER.

THE NATURE OF PEACE

By Thorstein Veblen. The Macmillan Company. 367 pp. Price \$2; by mail of the SURVEY \$2.15.



Paths
to
Peace

ment in the exclusive interest of his wealthier neighbor. The national prestige is a cause to which he willingly sacrifices everything, even his sense of international decency. If patriotic glory can in some way be made to appear also the cause of justice, so much the better. Before he will go into war, he has to be persuaded that right is on his side; but it is extremely easy to bring about such a conviction. "The higher the pitch of patriotic fervor, the more tenuous and more threadbare may be the requisite moral sanction. By cumulative excitation some very remarkable results have latterly been attained along this line."

The author, of course, is not speaking merely of America or even in the main. In his quest for the terms of perpetual peace, all the peoples and all the history of mankind are his laboratory. "Modern culture is drawn on too large a scale, is of too complex and multifarious a character, requires the cooperation of too many and various lines of inquiry, experience and insight, to admit of its being confined within national frontiers, except at the cost of insufferable crippling and retardation." In the last analysis, he finds that "the patriotic spirit is at cross purposes with modern life," though in any test case it is life that yields.

Like other observers, the author notices that the range of items included in the possessions of national prestige is constantly growing as means are added for defending national claims, though, civic pride apart, these things are of no value whatever to the common man. This is particularly true of the conquest of foreign markets and territory which have to be defended by a fiscal policy diametrically opposed to the economic interests of the great mass of the population.

It is impossible in a brief review to follow the author in his intricate inquiry into the possibility of "peace without honor" as a basis of national policy. He is perfectly open-minded in his approach to this question—an open-mindedness which, no doubt, must appear unforgivable in the eyes of

true patriots—and comes to the conclusion that, on the whole, there is a great deal to be said for this Chinese alternative to modern western policy, that it may be counted on to preserve racial and cultural integrity and a comparatively free material development. "More particularly should a policy of non-resistant submission to the projected new order seem expedient in view of the exceedingly high, not to say prohibitive, cost of resistance."

Since the modern nations are not spiritually ripe for a peace of submission, since diplomacy and defensive armaments also have proved unavailing in the modern world as substitutes for peace, the author continues his search and finds much suggestive material in the parallel of social and industrial life. His most important constructive proposal is for as rapid as possible a neutralization of citizenship. He does not believe that the devices of the legal mind upon which most of the current projects of pacification are built up are likely to lead very far. Instead of exerting ingenuity in finding substitutes for institutional arrangements which have become obsolete, we had better make up our minds to do without them. For instance, if the war continues sufficiently long, the common man may possibly discover that he can get along quite well without the privileged classes. Instead of substituting all sorts of trade discriminations for diplomatic and military warfare against the Central Powers, the world may learn that its safety lies rather in free trade and neutralization of trade relations.

As a basis of discussion, he suggests to the allies the following terms for an immediate "peace without victory":

"(1) The definitive elimination of the imperial establishment, together with the monarchical establishments of the several states of the empire and the privileged classes.

"(2) Removal or destruction of all warlike equipment, military and naval, defensive and offensive.

"(3) Cancellation of the public debt, of the empire and of its members—creditors of the empire being accounted accessory to the culpable enterprise of the imperial government.

"(4) Confiscation of such industrial equipment and resources as have contributed to the carrying on of the war, as being also accessory.

"(5) Assumption by the league at large of all debts incurred, by the entente belligerents or by neutrals, for the prosecution or by reason of the war, and distribution of the obligation so assumed, impartially among the members of the league, including the peoples of the defeated nations.

"(6) Indemnification for all injury done to civilians in the invaded territories; the means for such indemnification to be procured by confiscation of all estates in the defeated countries exceeding a certain very modest maximum, calculated on the average of property owned, say, by the poorer three-fourths of the population—the kept classes being properly accounted accessory to the empire's culpable enterprise" (page 271).

This book is written for the student; no concessions are made to the general reader in the way of index or manageable chapter-divisions. The compensation will be found in a lucidity of exposition, wealth of vocabulary and epigrammatic crispness which mark all Dr. Veblen's works. I have no hesitation in predicting that this book will have a large German sale when the war is over and, in the meantime, will do much to stimulate American and English readers to clearer thinking on the task now confronting world-statesmanship.

BRUNO LASKER.

COMMON WELFARE



COMPENSATION ALIKE FOR ALL SOLDIERS

BY a vote of 139 to 3 the House wrote into the soldiers and sailors' insurance bill, before its passage on September 13, the principle of equal care as between the dependents of officers and of private soldiers and sailors. The amendments offered by Representative Black, of Texas, endorsed in this decisive fashion, provide that the payments to be made to the dependents of soldiers and sailors killed or totally disabled shall be specific rather than based on a percentage of the pay of the dead or disabled man. The details of the compensation are discussed by Dr. Rubinow on page 541 of this issue of the SURVEY.

Congressman Black, with a number of other members of the House, assailed the committee's plan of compensation, based on the rate of pay of the soldier or officer, as being an attempt to establish class and caste in America "while we are carrying on a war for democracy." They protested against what Mr. Black termed "preserving the distinction of rank and pay beyond the borders of the grave." He declared that, whereas the widow and two children of a soldier in the ranks would get but \$50 a month, the widow and two children of a brigadier-general, beside the savings from the general's higher pay, would get \$200 a month, although their standard of culture and usefulness might be no higher than in the case of the private soldier's dependents.

Representative Alexander, of Missouri, who had charge of the bill in the House, gave his entire approval to the Black amendments, when the measure was finally passed. He said:

It was clearly demonstrated in the debate that the House considered it only fair that there be established complete equality in treatment, as to this compensation on the government's part, of the dependents of all in the service. . . . Under the insurance feature, in which the House placed the limit of insurance at \$10,000 as proposed in the bill as introduced, the cost of \$10,000 of insurance, which will mean about \$50 a month in income to the family, is only \$80 a year. That is a very slight burden upon

the salary of an officer, so that he will, as a rule, insure for that amount. The insurance, plus the compensation payment, should be sufficient to provide for his dependents.

The private soldier can also afford the full \$10,000 of insurance as a provision for his family, since his needs while at the front are all provided for. . . .

An American soldier in France will get \$33 a month. Under this bill he will send \$16.50 of that home to his dependents. He has \$16.50 left. Out of that take \$7 a month, which will more than pay for \$10,000 of insurance, and he still has \$9.50, which is more than he can possibly need while in service. That sum is more than the English, the French or the Italian soldier has to dispose of, and is more, I believe, than even the Canadians have to spend.

Representative Huddleston, of Alabama, made a plea for the dependent fathers of soldiers, who are given no compensation in the bill, and for the dependent mothers, who are given no obligatory allotment, and who, if widows, still are given less compensation than the widows of soldiers.

The bill was amended also, on the floor, to define a "widow" as including "one who shall have married the deceased within ten years after the time of the injury," and to include among "children" those "from a marriage contracted before or within ten years after the injury."

The bill is now in committee in the Senate, and while an attempt is being made to postpone its consideration until the December-session, it is held probable that the administration will be able to secure action upon it within the month.

A WORLD INVENTORY OF FOOD

THE outstanding feature of the national conference held in Philadelphia on Friday and Saturday by the American Academy of Political and Social Science was the presence of diplomatic representatives from eight allied and neutral nations and their contributions to a discussion of the world's food needs, present and future.

Each, of course, was primarily concerned with the situation in his own country, but no doubt could remain, even after making every allowance for the fact that practically all these speakers had to address some special plea to the American public, that there is a world food shortage today which affects every nation in America and Europe. Nor are the difficulties merely temporary, due to embargo, lack of ships, shortage of labor or some such causes. Channels of trade have been destroyed which cannot be rebuilt immediately when peace returns. The soil of practically the whole of western Europe has been starved for lack of fertilizer; the slaughter of livestock in several countries has reduced herds for decades to come.

American statisticians who have studied the situation, notably B. S. Cutler, acting chief of the Bureau of Foreign and Domestic Commerce, have come to the conclusion that nothing but a continued international policy of rationing can possibly save the world from starvation. The immediate task of allocating this country's surplus of grain and other crops among the allies and needy neutrals by means of export licenses is very great. But it sinks into insignificance, to judge from the complications revealed by these discussions, compared with the gigantic project of effecting a world organization, when peace is restored, by which the surplus stocks of every producing country above the needs of its own population may be pooled and distributed in accordance with a plan at once economical and equitable.

In relation to problems of this size, the immediate need for food conservation and the detailed methods by which

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it may be effected would seem of no great consequence. The conference, however, in devoting special sessions to such subjects as the housekeeper and the food problem, price control, production and marketing plans for next year, comparative food values, brought even some apparently small objects of national effort into a significant relation to the whole.

Very remarkable in this connection was the account which C. J. Brand, chief of the Bureau of Markets of the United States Department of Agriculture, was able to give of the new developments in the information service of that bureau by which markets and producing centers are placed in the most intimate contact, and both the glutting and the starving of markets with perishable commodities are prevented to considerable extent.

Charlotte Perkins Gilman made her now familiar plea for making house-keeping a profession and thus giving to the proper feeding of the world the scientific knowledge and trained skill which cannot be developed by the overworked, unpaid "mother-servant." Peter Hamilton gave many striking facts from England, Germany and Belgium to show the importance of consumers' cooperation in war-time as an element in wise food economy. E. V. McCollum, of Johns Hopkins University, gave the impression that he wanted the deficiency of a cheap, *i. e.*, an almost exclusively cereal, diet in certain mineral constituents to be made good by new chemical extractions from plants not so far used for human consumption; but his chief argument was for a continued milk production "regardless of cost."

Joseph E. Davies, federal trade commissioner, who presided over one of the meetings, was the only speaker to point out that the high cost of food is primarily due to inflated currency and not to shortage (though there is a shortage); but while price control was discussed from different angles as a means of keeping down prices without discouraging production, not a single speaker mentioned higher wages as a natural way to balance the shrunken value of the dollar.

APPEALS IN THE MOONEY CASES

THOMAS J. MOONEY, under sentence of death for alleged connection with the bomb explosion in San Francisco in July, 1916, was last week denied a new trial which had been asked for by the attorney-general of the state. This does not entirely close the door of hope for Mooney, for there remains the original appeal of his own attorneys, which will be argued before the court in October. With his appeal, the attorney-general filed a letter from Judge Griffin, who sentenced Mooney to death, strongly urging a new trial on the basis of the Oxman disclosures (the SURVEY for July 7).

In the meantime, the trial of F. C. Oxman, the chief witness against Mooney, on the charge of subornation of perjury, has begun. If he is convicted, the action of the Supreme Court will be awaited with unusual interest, for it is generally conceded that Mooney would have been acquitted without the Oxman testimony.

Of the five defendants in the bomb case, three have now been tried—Mooney and his wife, and Warren K. Billings. Mrs. Mooney was acquitted, but is being held in jail pending trial on other indictments. The consent of three judges of the Superior Court is necessary to admit her to bail. Two judges are willing that she be released, but the other, who, on one occasion, severely denounced the attorneys for the defense from the bench, withholds his consent. Billings, who was sentenced to life imprisonment, was denied a new trial by the Court of Appeals on September 6. His attorneys have appealed again to the Supreme Court of the state.

The other defendants are Israel Weinberg, who, it is said, is to be tried soon, and Edward D. Nolan, who is at liberty on bail and is now in the East, telling the story of the trials to trade-union audiences.

ACCIDENTS AMONG GREEN HANDS

HOW do you enforce safety rules on men who are just naturally careless?" asked a Pennsylvania Railroad man last week at the big safety congress in New York.

"Fire 'em," answered the man from the Illinois Steel Company, who had just reported a reduction in one year of 57 per cent of accidents causing a loss of seven days or more.

"Fire 'em!" repeated the railroad man in astonishment. "If a safety man on the Pennsylvania Railroad recommended firing a man this year, he'd get fired himself."

Thus at the first general session of the sixth annual congress of the National Safety Council, the keynote of the congress, in a way, was struck. It was evident to everyone who has attended previous meetings that this year a new idea was cropping out in the discussions of safety—the labor turnover and its relation to accidents. This was down on the program in three different places, it appeared several times more under a slightly different name, and in nearly every session there was active discussion of the relation of the new man to accidents, or the subject of hiring and firing was frankly debated on its merits, wholly regardless of the question of shop safety.

The Cambria Steel Company a few years ago found that a man who had been employed less than thirty days was twelve times as liable to accident as the

man who had been there longer. T. H. Carrow, safety inspector of the Pennsylvania Railroad, reported that, with the highest turnover on record on American railroads, accidents to employes are increasing, and he predicted that the situation will not be improved as long as the present scarcity of labor continues. It was complained that of new men hired some quit at noon of the first day, others at night, and a majority on or before the first pay-day. This was explained in part by a man from the Union Pacific, who said that a man is generally dead broke when he gets a new job and often enough he quits just to get his pay. To meet that difficulty, some of the roads advance credit at their eating houses.

Proposals for meeting the situation were many and varied. A physician from the Norton Company, of Worcester, Mass., stated that the physical examinations he had conducted showed that 90 per cent of applicants for work are in some way physically defective. The most shifting class, he declared, are the physically sound. He recommended job analyses, therefore, to afford data for intelligently placing defective men.

The proposals that stood out over all others were those directed toward meeting the necessities of the men and thus affording satisfaction in the job. A. T. Morey, of the Commonwealth Steel Company, advocated the eight-hour day. Howard Elliott, of the Los Angeles and Salt Lake Railroad, recommended more direct dealings with the men, the imparting of knowledge of the financial and business facts of the business, opportunity to discuss grievances, provision for amusements, good housing and regular increases in pay, according to length of service.

ON "GETTING RICH QUICK" IN CHINA

FROM the Land of Sinim have come two curiously diverse pronouncements recently. One is in a reprint of an address given by Dr. Wu Lien Teh (the SURVEY, January 6, 1917) at the National Medical Conference in Canton last spring. The other, in a consular report of the United States service, published by the federal Department of Commerce. Says Dr. Wu:

The year 1917 will be made historic as the one in which opium, which has been the curse of China for seventy-five years, will be officially and finally banished from this country. For in this year, the ten-year agreement between Great Britain and China regarding its importation . . . will come to an end. So that even in the British settlement of Shanghai the last opium shop will be closed by the end of March. . . .

Dr. Wu's address gives also a warning concerning an alarming increase of the importation of morphin, a derivative of opium, into China. In 1911, from Great Britain alone came five and

one-half tons; in 1914, fourteen tons. The estimate for 1916 is over sixteen tons. And the ravages from this drug throughout Manchuria and Shantung, where it has but recently been introduced, are, he says, heart-rending. More than half of the regular "jail-birds" show needle signs all over their bodies; professional beggars in northern cities are victims, and of the thousands of poor people who die in large cities during winter months, many die not from cold but from inability to work because of their morphin habits. The practice, Dr. Wu says, first introduced by emigrants from Swatow, is spreading rapidly. The alkaloid sent from Great Britain to Japan

. . . is there made up into small packets or placed in small bottles labeled in different ways, e. g., morphin, white powder, soothing stuff, dreamland elixir, etc., and exported openly or smuggled secretly into China by way of Dalny, Antung and Formosa. Almost every Japanese dealer or peddler in Manchuria sells it in one form or another. . . .

Encouragement to peddlers of any and every nationality is given in the second document referred to, that bearing the name of Consul-General Sammons, of Shanghai, issued by the United States Department of Commerce as Special Report No. 76, and entitled Proprietary Medicine and Ointment Trade in China. Among the words of this federal document are these:

No country offers a richer field for the proprietary medicine trade than China. . . . It is positively asserted by one American who reaped a rich harvest after a good publicity campaign that with sufficient advertising anything at all within reason can in time be profitably introduced to the Chinese trade.

Certain specifications of what would be considered as "at all within reason" are given in the report. "Palatable tonics," "reasonably efficacious," may be advertised persistently, but without "too much exaggeration," since the Chinese are sensible; they may be illustrated by pictures of girls in western or Chinese dress, since these girl-pictures are now more fashionable than the more classic scenes of native story. There is a 5¼ per cent import duty. "There are no other restrictions upon publicity or sales in China," concludes this remarkable document.

The document is out of joint with the spirit of the United States ratification of the terms of the Third Opium Convention at The Hague in 1912. It is at variance with the whole trend of American lay and medical opinion in this country, since the revelations of patent-medicine methods from the laboratory of the American Medical Association, the investigations of Samuel Hopkins Adams, the publicity given by advertising clubs and newspapers of Chicago, Detroit and New York and

College Classes in the Social Sciences

in these days require what the other sciences long have had—laboratory work.

The only available social laboratory is the community, and yet the teacher cannot expect his untrained students to do investigatory work which requires the skill of experts, nor can he himself partly prepare the experiment and let the student do the rest, as in the chemical or physical laboratory.

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The Survey, 112 East 19 Street - New York City

elsewhere. Making patent medicines unpopular is a task in which laymen can do "a whole lot" and the layman has done it. In China itself the foreign branch of the Y. M. C. A. took to various cities the exhibit of the American Medical Association, after it had been seen at the Panama-Pacific Exposition, and with it did much to arouse suspicion of the trade which the American consul-general so intelligently aids in building up.

Letters of protest against the publication of such a report by the United States Department of Commerce have appeared in the medical press. The Medical Society of South Carolina has passed resolutions condemning it, and other organizations are likely to follow who are in sympathy with the modern scientific public-health method, rather than the devious ways of the patent-medicine trade.

FEDERATION RUSHING TO THE RESCUE

THE engaging drawing reproduced on the cover of this issue of the SURVEY is not from Alice in Wonderland or Pilgrim's Progress, reminiscent as it is of them both. It comes, in fact, from one of the most modern of institutions, the Bureau of Municipal Research of Toronto, and on a subject equally

modern, that of charity federation.

Toronto has had no charity organization society, depending for such co-ordination of social agencies as it secured upon the Social Service Commission, an unpaid body of seven men appointed by the City Council.

While the commission has done good work within its limitations, the report finds great unexplored areas of both public and private effort, particularly in making the public in general understand the necessity and value of social service and in enlisting a large number of persons as contributors of funds.

On this point a study was made of fourteen institutions which did fairly typical charity work. The study showed that a small group of givers formed the backbone of the support of all fourteen. The total income of the fourteen was \$39,742.95, an average gift of \$3.19 from 12,459 sources. Of these givers, only 10,703 gave their names; and when these were sorted out from the fourteen annual reports, they were found to number only 6,567 individuals—in a city of a half million population. These 6,000 subscribers are further tabulated by the number of institutions to which each one gave and otherwise analyzed.

From this study and from the experience of Cleveland and Eric in charity

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A MAN of some experience in social work to take a responsible position as Director of Americanization work. A native of Austria-Hungary, about thirty to thirty-five years of age, with American college training, is preferred. He should have organizing ability and initiative to develop an entirely new program. Ability as a public speaker and writer will be helpful. Address FRANK P. GOODWIN, Director of Social Centers and Night Schools, Denton Building, Cincinnati, Ohio.

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YOUNG man, settlement experience preferred, to direct athletic, bowling and social activities. Boys' and Men's Club, New York City. Two or three evenings weekly. Must be energetic organizer. Address 2601 SURVEY.

federation, the report proposes a federation of philanthropies, including as many of the private charitable institutions of the city as are willing to join.

SOCIALIST AND UNIONIST HANG TOGETHER

SOCIALIST and Roman Catholic priest, trade-unionist and open-shop advocate, Jew and Protestant, single-taxer and plain citizen, all met on the same platform and united for a common cause at the meetings of the American Alliance for Labor and Democracy at Minneapolis. Ostensibly called to refute the imputation that labor and the leaders of the Socialist movement have been fomenting discord, the meetings fitted a new keystone into the arch of radical thought and principles. Given reels of newspaper publicity throughout the country, even in the most conservative sheets, the meetings spread to the four winds the ideals of radical reform, stamped with the seal of unswerving loyalty.

Of prime significance, the import of which it will take time to tell, was the assembling under one banner of the trades-union group dominated by Samuel Gompers and Frank Morrison, and the intellectual group represented by John Spargo, Charles Edward Russell and Mr. and Mrs. Stokes. It was current talk that the outcome might be a new political party in which labor, social reformer and the agrarian group of the Northwest can strike hands.

The business meetings were outwardly uneventful under the experienced hand of Mr. Gompers, who presided. The evening meetings, however, were tense with a note of conviction and moral power that communicated itself unmistakably to the audience.

The keynote was struck at the first meeting by Frank P. Walsh, the temporary chairman, who stated "this war must be paid for without unnecessary burdens on the producing masses. . . . If more taxation is needed let us make up the balance with a tax on unoccupied and unused land." Pointing out that in this war emergency the coal mines and railroads are practically governmentally owned, he argued that there is no reason why this policy should not be continued in a time of peace.

Samuel Gompers, who was elected chairman, brought the conference sharply back to the present world crisis. He said:

The man who is a traitor to his country is on a par with the man who is a scab to his trade union. Take the countries at war, examine and see where liberty and con-

FIRST ASSISTANT wanted in Union Relief Association, Associated Charities, Mass. Must have sufficient training to enable her to do case work satisfactorily. Salary not over \$1,000 per year. Union Relief Association, 613½ Main street, Springfield, Mass.

science and freedom prevail, and beyond question it will be admitted by those who are fair enough to see the right that the democracies of the world are engaged now in a titanic struggle to free the world from autocracy, imperialism and militarism at one full stroke. We want peace. To ask the government of the United States to state specifically the terms of peace is to play, unconsciously, into the hands of the enemy.

The following officers were chosen to carry forward the work of the alliance: Samuel Gompers, president; Frank Morrison, secretary; J. G. Phelps Stokes, treasurer; vice-presidents, W. R. Gaylord, Milwaukee; James Duncan, Massachusetts, and Gertrude B. Fuller, Pittsburgh. John Spargo was also made a member of the Executive Committee. Under their direction a campaign will be waged to bring before the people of the United States, especially the working class and the radical groups, the fact that the present war is a war for democracy, and to unite them for a common cause. To this end the following War Aims and Creed were adopted:

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Recognition of the principle that government derives its just power from the consent of the governed.

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TAX LAND

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American Journal of Public Health; monthly; \$3 a year; 3 months' trial (4 months to SURVEY readers), 50 cents; American Public Health Association, 126 Massachusetts Ave., Boston.

A Voice in the Wilderness; \$1 a year. A magazine of sane radicalism. At present deals particularly with our autocratic suppression of free speech, free press and peaceable assembly. An indispensable magazine to the lover of liberty. 12 Mount Morris Park, New York City.

Better Films Movement: Bulletin of Affiliated Committees; monthly; \$1; ten cents an issue. Information about successful methods. Address National Committee for Better Films, or National Board of Review of Motion Pictures, 70 Fifth Ave., New York.

The Child Labor Bulletin; quarterly; \$2 a year; National Child Labor Committee, 105 East 22 street, New York.

The Club Worker; monthly; 30 cents a year; National League of Women Workers, 35 East 30 St., New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher, 70 Fifth Ave., New York.

The Critic and Guide; monthly; \$1 a year. Devoted to medical sociology, rational sexology, birth control, etc. Wm. J. Robinson, M.D., Editor. 12 Mount Morris Park, New York City.

The Journal of Home Economics; monthly; \$2 a year; foreign postage, 35c. extra; Canadian, 20c.; American Home Economics Association, 1211 Cathedral St., Baltimore, Md.

The Journal of Negro History; quarterly; \$1 a year; foreign subscriptions 25 cents extra; concerned with facts not with opinions; Association for Study of Negro Life and History, 1216 You St., N. W., Washington, D. C.

Life and Labor; \$1 a year; a spirited record of the organized struggle of women, by women, for women in the economic world. Published by The National Women's Trade Union League, Room 703, 139 North Clark street, Chicago.

Mental Hygiene; quarterly; \$2 a year; National Committee for Mental Hygiene, 50 Union Square, New York.

National Municipal Review; monthly; \$5 a year; authoritative, public spirited, constructive; National Municipal League; North American Bldg., Philadelphia

The Negro Year Book; published under the auspices of Tuskegee Institute, Tuskegee, Ala.; an annual; 35c. postpaid; permanent record of current events. An encyclopedia of 450 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full index.

The Playground Magazine; monthly; \$2; Recreation in Industries and Vocational Recreation are discussed in the August *Playground*. Problems involved in laying out playgrounds are taken up in detail by A. E. Metzdorf, of Springfield, Mass. Price of this issue \$.50. Playground and Recreation Association of America, 1 Madison Ave., New York.

Proportional Representation Review; quarterly; 40 cents a year. American Proportional Representation League, 802 Franklin Bank Bldg., Philadelphia.

Public Health Nurse Quarterly, \$1 a year; national organ for Public Health Nursing, 600 Lexington Ave., New York.

Social Hygiene; a quarterly magazine; \$2 per year; *The Social Hygiene Bulletin*; monthly; \$.25 per year; both free to members; published by the American Social Hygiene Association, 105 W. 40 St., New York.

Southern Workman; monthly; illustrated; folk song, and corn club, and the great tidal movements of racial progress; all in a very human vein; \$1 a year; Hampton Institute, Hampton, Va.

The Survey; once a week, \$3; once a month, \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

CURRENT PAMPHLETS

[Listings fifty cents a line, four weekly insertions, copy unchanged throughout the month.]

Order pamphlets from publishers.

ATHLETICS FOR ELEMENTARY SCHOOL GIRLS. By Ethel Rockwell, Supervisor and Director Girls' Gymnasium, Public Schools, Kalamazoo, Michigan. Price Fifteen Cents. Playground and Recreation Association of America, 1 Madison avenue, New York city.

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No. 120 **ZONES OF COMMUNITY EFFORT IN MENTAL HYGIENE**. E. E. Southard, M. D. (8 cents).

Order by number. Send remittance with order. Address National Conference of Social Work, 315 Plymouth Court, Chicago.

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TUBERCULOSIS DISPENSARY METHOD AND PACECOURE. By F. Elisabeth Crowell. A pamphlet showing how to establish and conduct a tuberculosis clinic. Price twenty-five cents.

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WORKINGMEN'S ORGANIZATIONS IN THE ANTI-TUBERCULOSIS CAMPAIGN. A study, with suggestions on the utilization of workingmen in the campaign against tuberculosis. Price twenty cents.

Order from The National Association for the Study and Prevention of Tuberculosis, 105 East 22 street, New York.

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No indemnities except as payment for manifest wrongs.

No people to be forced under a sovereignty under which it does not wish to live.

No territory to change hands except for the purpose of securing to those who inhabit it a fair chance of life and liberty.

No readjustments of power except as will tend to secure the future peace of the world and the future welfare and happiness of its peoples.

A genuine and practical cooperation of the free peoples of the world in some common covenant that will combine their forces to secure peace and justice in the dealings of nations with one another.

The most significant action taken by the alliance, however, was its platform, providing for the conscription of men; taxes on incomes, excess profits and land values; insurance for soldiers and sailors; government control of industries in case of disagreement between labor and capital; equal suffrage; government action against speculators; the right of wage-workers to collective effort; opposition to the lowering of any of the standards of labor, and recognition of the small nationalities.

These resolutions also urge upon "the President and the international congress which will negotiate terms of peace, the legitimate claims of the Jewish people for the re-establishment of a national homeland in Palestine on a basis of self-government." Greetings were sent to the Russian democracy.

Space does not permit printing the resolutions in full, but a few excerpts may show their trend and temper:

We declare that the one overshadowing issue is the preservation of democracy. Either democracy will endure and men will be free or autocracy will triumph and the race will be enslaved. On this prime issue we take our stand. We declare that the great war must be fought to a decisive result; that until autocracy is defeated there can be no hope of an honorable peace, and that to compromise the issue is only to sow the seed for bloodier and more devastating wars in the future.

We declare, however, that predatory influences are at work at all times—and particularly in time of war—to lower these standards. These efforts, wherever made, must be resisted. Not only must all present standards be maintained, but there must be no curtailment of any of the present agencies which make for the betterment of the condition of labor.

We declare that the government should take prompt action with regard to the speculative interests which, especially during the war, have done so much to enhance prices of the necessities of life. To increase the food supply and to lower prices the government should commandeer all land necessary for public purposes and should tax idle land in private possession on its full rental value.

Inspired by the ideals of liberty and justice herein declared as a fundamental basis for national policies, the American Alliance for Labor and Democracy makes its appeal to the working men and women of the United States, and calls upon them to unite in unanimous support of the President and the nation for the prosecution of the war and preservation of democracy.

SURVEY



ASSOCIATES
INC.

KEY

If you know the name of the agency or organization, turn direct to the listings (3d column) for address, corresponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your community or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall endeavor to get your inquiry into the right hands.

SUBJECT INDEX

- Americanization, NLIL.
- Better Films Movement, NCBF.
- Birth Registration, AASPIIM.
- Blindness, NCPB.
- Cancer, ASCC.
- Central Councils, AAOC.
- Charities, NCSW.
- CHARITY ORGANIZATION
 - Amer. Assn. for Org. Charity.
 - Russell Sage Fdn., Ch. Org. Dept.
- Charters, NML, SBO.
- CHILD WELFARE
 - Natl. Child Labor Com.
 - Natl. Child Welf. Exhibit Assn.
 - Natl. Com. for Better Films.
 - Natl. Kindergarten Assn.
 - Russell Sage Fdn., Dept. of Child Helping.
- Child Labor, NCLC, AASPIIM, NCSW, NSPIE, PRAA.
- CHURCH AND SOCIAL SERVICE
 - (Episcopal) Jt. Com. on Soc. Ser., PEC.
 - (Federal) Com. on Ch. and Soc. Ser., FCCCA.
 - (Unitarian) Dept. of Soc. and Pub. Ser., AUA.
- CIVICS
 - Am. Proportional Representation Lg.
 - Natl. Municipal League.
 - Short Ballot Org.
 - Survey Associates, Civ. Dept.
- Civilian Relief, ARC.
- Clinics, Industrial, NCL.
- Commission Government, NML, SBO.
- Community Organization, A1SS.
- Conservation, CCHL.
 - [of vision], NCPB.
- Clubs, NLWW.
- Consumers, CLA.
- Cooperation, CLA.
- Coordination Social Agencies, AADC, A1SS.
- Correction, NCSW.
- Cost of Living, CLA.
- COUNTRY LIFE
 - Com. on Ch. and Country Life, FCCCA, ARC.
 - County YWCA.
- Crime, SA.
- Disfranchisement, NAACP.
- EDUCATION
 - Amer. Library Assn.
 - Cooperative League of America.
 - Natl. Kindergarten Assn.
 - Natl. Soc. for Prom. of Ind. Ed.
 - Russell Sage Fdn., Div. of Ed.
 - Survey Associates, Ed. Dept., HI.
 - Young Women's Christian Association.
- Electoral Reform, NML, TI, AFKL.
- Eugenics, ER.
- Exhibits, AASPIIM, NCPB, NYSHS.
- Fatigue, NCL.
- Feeble-mindedness, CFFM, NCMH.

FOUNDATIONS

- Russell Sage Foundation
- Franchises, NML.

HEALTH

- Amer. Pub. Health Assn.
- Amer. Assn. for Study & Prev'n't'n Inf. Mort.
- Amer. Social Hygiene Assn.
- Amer. Soc. for Cont. of Cancer.
- Amer. Red Cross.
- Campaign on Cons. of Human Life, FCCCA.
- Com. of One Hund. on Natl. Health.
- Com. on Prov. for Feeble-minded.
- Eugenics Registry.
- Natl. Assn. for Study and Prev't. Tuberculosis.
- Natl. Com. for Ment. Hygiene.
- Natl. Com. for Prev. of Blindness.
- Natl. Org. for Public Health Nursing.
- Natl. Soc. Hygiene Assn.
- New York Social Hygiene Society, NCSW, NCWEA, Survey Associates, Health Dept.
- Health Insurance, AALL.
- History, ASNLIH.
- Home Economics, AHEA.
- Home Work, NCL, NCLC.
- Hospitals, NASPT.
- Hygiene and Physical Education, Ywca.
- Idiocy, CFFM.
- Imbecility, CFFM.

IMMIGRATION

- Council of Jewish Wom., Dept. Im. Aid.
- International Institute for Foreign-born Women of the YWCA.
- Natl. Lib. Im. League, NFS, NTAS, TAS.
- Industrial hygiene, APHA.

INDUSTRY

- Amer. Assn. for Labor Legislation.
- Industrial Girls' Clubs of the Ywca.
- Natl. Child Labor Com.
- Natl. Consumers League.
- Natl. League of Wom. Workers.
- Natl. Wom. Trade Union League.
- Russell Sage Fdn., Dept. Ind. Studies.
- Survey Associates, Ind. Dept.
- NCSW, NSPIE.
- Insanity, NCMH.
- Institutions, AHEA.

INTERNATIONAL RELATIONS

- Com. on Int. Justice and Good Will, FCCCA.
- Survey Associates, For. Serv. Dept.
- Natl. Woman's Peace Party.
- Labor Laws, AALL, NCL, NCLC.
- Legislative Reform, APAL.
- Liquor, NML.

LIBRARIES

- American Library Assn.
- Russ. Sage Fdn. Library.
- Mental Hygiene, CFFM, NCMH.
- Military Relief, APF.
- Minimum Wage, NCL.
- Mountain Whites, RSF.
- Municipal Government, APRL, NFS, NML.
- National Service, A1SS.
- Negro Training, ASNLIH, HI, TI.
- Neighborhood Work, NFS.
- Nursing, APHA, ARC, NOPHS.
- Open Air Schools, NASPT.

PEACE

- National Woman's Peace Party.
- Peonage, NAACP.
- Playgrounds, PRAA.
- Physical Training, PRAA.
- Police, NML.
- Protection Women Workers, NCL, NTAS.
- Prostitution, ASHA.
- Public Health, APHA, COHNH, NOPHS.

RACE PROBLEMS

- Assn. for Study Negro Life and Hist. Hampton Institute.
- Natl. Assn. for Adv. Colored Peop.
- Russell Sage Fdn., South Highland Div.
- Tuskegee Institute.
- ALL, ER.
- Reconstruction, NCSW.
- Regulation of Motion Pictures, NCBF.

RECREATION

- Playground and Rec. Assn. of Amer.
- Russell Sage Fdn., Dept. of Rec.
- NCFB, YWCA.

REMEDIAL LOANS

- Russell Sage Fdn., Div. of Rem. Loans.
- Sanatoria, NASPT.
- Self-Government, NLWW.

SETTLEMENTS

- Natl. Fed. of Settlements.
- Sex Education, ASHA, NYSHS.
- Schools, AHEA, HI, TI.
- Short Ballot, SBO.
- Short Working Hours, NCL.
- Social Agencies, Surveys of, AAOC.
- Social Hygiene, ASHA, NYSHS.

SOCIAL SERVICE

- Amer. Inst. of Soc. Service.
- Com. on Ch. and Soc. Service, FCCCA.
- Dept. of Soc. and Public Service, AUA.
- Joint Com. on Soc. Service, Pec.

SOCIAL WORK

- Natl. Conference of Social Work.
- Statistics, Rsf.

SURVEYS

- Russell Sage Fdn., Dept. Sur. and Ex.
- NCMH, PRAA, NCWEA, NSPIE.
- Taxation, NML.
- National Travelers Aid Society.

TRAVELERS AID

- National Travelers' Aid Society.
- Travelers Aid Society.
- Cjw.

Tuberculosis, NASPT.

- Vocational Education, NCLC., Rsf.
- Unemployment, AALL.

WAR RELIEF

- Am. Red Cross.
- Preventive Constructive Girls' Work of Ywca.

WOMEN

- Amer. Home Economics Assn.
- Natl. Consumers' League.
- Natl. League of Wom. Workers.
- Natl. Women's Trade Union League.
- Cjw, NTAS, TAS.
- Young Women's Christian Association.
- Working Girls.
- NLWW., TAS.

ALPHABETICAL LIST

AMERICAN ASSOCIATION FOR LABOR LEGISLATION—John B. Andrews, sec'y; 131 E. 23 St., New York. Workmen's compensation; health insurance; industrial hygiene; unemployment; one-day-rest-in-seven; administration of labor laws.

AMERICAN ASSOCIATION FOR ORGANIZING CHARITY—Mrs. W. H. Lothrop, ch'n; Francis H. McLean, gen. sec'y; 130 E. 22 St., New York. Correspondence and active field work in the organization, and solution of problems confronting, charity organization societies and councils of social agencies; surveys of social agencies; plans for proper coordination of effort between different social agencies.

AMERICAN ASSOC. FOR STUDY AND PREVENTION OF INFANT MORTALITY—Gertrude B. Knipp, exec. sec'y; 1211 Cathedral St., Baltimore. Literature on request. Traveling exhibit. Urges prenatal instruction; adequate obstetrical care; birth registration; maternal nursing; infant welfare consultations.

ASSOCIATION FOR THE STUDY OF NEGRO LIFE AND HISTORY—Carter G. Woodson, director of research; 1216 You St., N. W., Washington, D. C. To popularize the Negro and his contributions to civilization that he may not become a negligible factor in the thought of the world.

AMERICAN HOME ECONOMICS ASSOCIATION—Mrs. Alice P. Norton, sec'y; 1326 E. 58 St., Chicago. Information supplied on anything that pertains to food, shelter, clothing or management in school, institution or home.

AMERICAN INSTITUTE OF SOCIAL SERVICE—Founded by Dr. Josiah Strong. Nathaniel M. Pratt, gen. sec'y. Edward W. Bemis, Robert A. Woods, dept. directors, Bible House, Astor Place, New York. Welcomes inquiries as to all matters of community organization and progress. Members of its staff glad to enter into consultation by correspondence about given conditions or particular projects. Assists in bringing to individual new undertakings the combined results and lessons of the best productive achievement. Ready to aid in securing publications, speakers, temporary or permanent leadership. Particular attention given to requests from communities in which all such effort is at an early stage. Seeks to bring about better cooperation among specialized national organizations, toward securing the more comprehensive local application of their types of service. Promotes the fullest extension of principles and methods which on a limited scale have conclusively shown their power for the upbuilding of the nation.

AMERICAN LIBRARY ASSOCIATION—George B. Utley, exec. sec'y; 78 E. Washington St., Chicago. Furnishes information about organizing libraries, planning library buildings, training librarians, cataloging libraries, etc. List of publications on request.

AMERICAN PROPORTIONAL REPRESENTATION LEAGUE—C. G. Hoag, sec'y; 802 Franklin Bank Building, Philadelphia. Advocates a rational and fundamental reform in electing representatives. Literature free. Membership \$1.

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THE AMERICAN SOCIAL HYGIENE ASSOCIATION—William F. Snow, M. D., gen. sec'y; 105 W. 40 St., New York. For the repression of prostitution, the reduction of venereal diseases, and the promotion of sound sex education; pamphlets upon request; membership \$5; sustaining \$10.

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COMMITTEE ON PROVISION FOR THE FEBBLEMINDED—Joseph P. Byers, ex. sec'y; Empire Bldg., Phila. Object to spread knowledge concerning extent and menace of feeble-mindedness; initiate methods for control and eradication.

CO-OPERATIVE LEAGUE OF AMERICA—Scott H. Perky, sec'y; 2 W. 13 St., New York City. To spread knowledge, develop scientific methods, and give expert advice on all phases of consumers' co-operation, foreign and American. Annual membership, \$1, includes monthly, "Co-Operative Consumer."

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DEPARTMENT OF COMMUNITY SERVICE, AMERICAN UNITARIAN ASSOCIATION—Elmer S. Forbes, sec'y; 25 Beacon St., Boston. Makes community studies; suggests social work; publishes bulletins.

EUGENICS' REGISTRY—Battle Creek, Mich. Board of Registration: Chancellor David Starr Jordan, pres.; Dr. J. H. Kellogg, sec'y; Prof. Irving Fisher, Dr. Chas. B. Davenport, Luther Burbank, Prof. O. C. Glaser, exec. sec'y. A public service conducted by the Race Betterment Foundation and Eugenics' Record Office for knowledge about human inheritance and eugenics. Literature free. Registration blanks for those who desire an inventory, and wherever possible, an estimate of their hereditary possibilities.

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NATIONAL CHILD LABOR COMMITTEE—Owen R. Lovejoy, sec'y; 105 East 22 st., New York. 35 state branches. Industrial and agricultural investigations; legislation; studies of administration; education; mothers' pensions; juvenile delinquency; health; recreation; children's codes. Publishes quarterly *Child Labor Bulletin*. Photograph, slides, and exhibits.

NATIONAL CHILD WELFARE ASSOCIATION.—Chas. F. Powelson, gen. sec'y; 70 Fifth Ave., New York. Cooperates with hundreds of social agencies. Headquarters for child welfare material and information, exhibits, posters, charts, lantern slides, pamphlets, bulletins, lecturers. Inquiries, invited. Publications free to members. Dues: active, \$10; associate, \$5. Will you help us build a better generation?

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NATIONAL CONFERENCE OF SOCIAL WORK—Robert A. Woods, pres., Boston; William T. Cross, gen. sec'y; 315 Plymouth Court, Chicago. General organization to discuss principles of humanitarian effort and increase efficiency of agencies. Publishes proceedings annual meetings, monthly bulletin, pamphlets, etc. Information bureau. Membership, \$3. 45th annual meeting Kansas City, spring of 1918. Main divisions and chairmen:

Children, Henry W. Thurston.
Delinquents and Correction, Mrs. Jessie D. Hodder.

Health.
Public Agencies and Institutions, Albert S. Johnstone.

The Family, Gertrude Vaile.
Industrial and Economic Problems, Mrs. Florence Kelley.

The Local Community, Charles C. Cooper.
Mental Hygiene, Frankwood E. Williams.
Organization of Social Forces, Allen T. Burns.
Social Problems of the War and Reconstruction, V. Everit Macy.

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NATIONAL MUNICIPAL LEAGUE—Lawson Purdy, pres.; Clinton Rogers Woodruff, sec'y; North American Bldg., Phila.; charters; commission government; taxation; police; liquor; electoral reform; finances; accounting; efficiency; civic education; franchises; school extension.

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING—Ella Phillips Crandall, R. N., exec. sec'y; 600 Lexington Ave., New York. Object: To stimulate the extension of public health nursing; to develop standards of technique; to maintain a central bureau of information. Bulletins sent to members.

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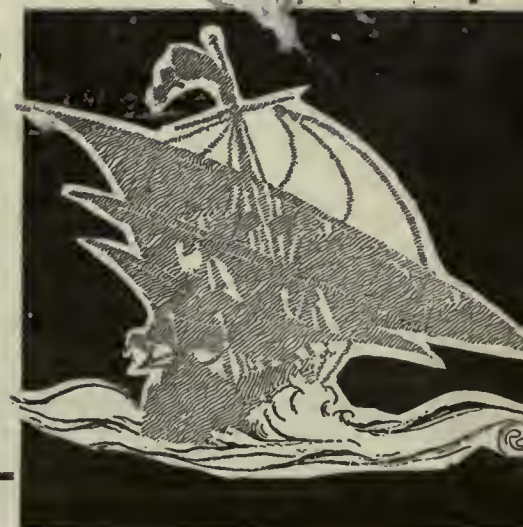
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THE CITIZEN AND THE CITY GOVERNMENT. A statement by the Detroit Bureau of Governmental Research. 100 Griswold street, Detroit, Mich.
WHERE NEIGHBORS MEET. An account of the use of assembly and club rooms in the St. Louis Public Library. By Margery Quigley, librarian of Divoll Branch, St. Louis, Mo.
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DEPARTMENT-STORE EDUCATION. By Helen Rich Norton. Bulletin, 1917, No. 9 of the Bureau of Education, Department of the Interior. 15 cents from Superintendent of Documents, Government Printing Office, Washington, D. C.
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THE GARY PLAN IN NEW YORK CITY SCHOOLS. Peter J. Brady, 923-4 World Building, New York.
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ELECTRICAL SAFETY CODE. Industrial Commission of Wisconsin, Madison, Wis.
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HEALTH

TRACHOMA AND THE ARMY. By John McMullen, surgeon, U. S. Public Health Service. Reprint No. 408 from the Public Health Reports. 5 cents per copy from Superintendent of Documents, Government Printing Office, Washington, D. C.

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HORIZONTAL VERSUS VERTICAL EXITS. By H. F. J. Porter, 200 Fifth avenue, New York. Reprinted from the proceedings of the First Industrial Safety Congress of New York State, Syracuse.
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LOAN SHARKS AND LOAN SHARK LEGISLATION IN ILLINOIS. By Earl E. Eubank. Reprinted from the Journal of the American Institute of Criminal Law and Criminology. Division of Remedial Loans, Russell Sage Foundation, 130 East 22 street, New York.
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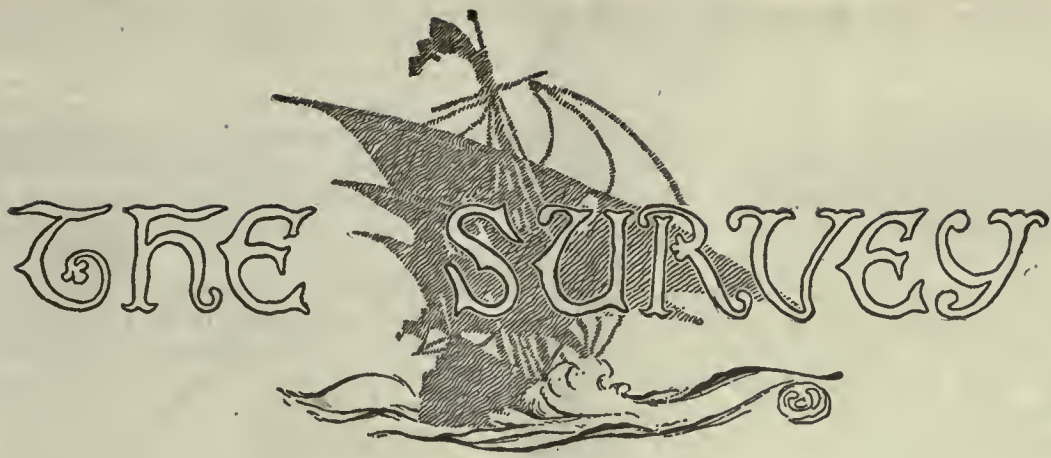
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Half and Half

The Quality of the Appointments Under Illinois' New Civil Code

By Graham Taylor

IN the appointments under the new civil code, Illinois fails to gain the full advantage of that very progressive measure through which the state might have been placed in the forefront of administrative efficiency. As hitherto described in the SURVEY, the code concentrates power and responsibility in nine departments that formerly were divided between about two hundred boards and commissions, working far more than less independently of each other.

Governor Lowden's repeated insistence that only the highest capacity for these departmental directorships would be considered in his appointments was qualified by his failure to secure his first choices of men in several instances, and by preference for political appointees in at least two of the departments. His primary emphasis upon business experience and capacity limited the technical qualifications secured to those departments requiring business technique. The departments of finance and public works and buildings fared better under this standard of selection than some of the others which required other qualities and training for their most effective administration.

The Department of Public Welfare, for instance, within which all the charitable, penal and reformatory institutions are for the first time placed under one directorship, gave opportunity for the selection of the ablest available institutional administrator. Such an incumbent indeed was at first sought in the person of Col. C. C. Adams, prison commissioner of Massachusetts and formerly superintendent of the State School for Boys at St. Charles, Ill. Upon his declination, the choice reverted to a business man, although the new code expressly relieved the public welfare director of responsibility for the purchase of all supplies and equipment and the erection and maintenance of all buildings, by placing those business functions under the department of Public Works and Buildings. Charles H. Thorne, indeed, brings to this first public office he has held a personal reputation of high standing, and large business capacity developed in the management of one of the oldest and greatest mail-order enterprises of the country. But he assumes this greatest public trust in the state without having had any experience with, knowledge of, or even observation of, the vast charitable and reformatory interests and institutions immediately dependent upon his directive author-

ity. In what other sphere of scientific work would the exactions of special training and technical skill be so ignored?

Even thus equipped, such a director would necessarily depend much upon highly qualified specialists in his staff for the successful administration of so many highly specialized interests. But their success, too, cannot fail to be conditioned by the lack of expert direction and coordination from the head of the department, especially at the initiative of such autocratic control. The assistant director, who might have been chosen for such social intelligence and practical insight into state institutions and related agencies as would have headed up the staff and also enabled him to be eyes and ears for his chief, unfortunately seems to have been selected for other qualities and relationships than those which would have fitted him for this indispensable service.

Fortunately, however, specialists have been appointed to the staff who are thoroughly capable of the best service in their respective branches of the Department of Public Welfare. The hospitals for the insane will be under the best supervision, as Dr. H. Douglas Singer has been transferred from the psychopathic institute connected with the Kankakee State Hospital, to be alienist of the department. Another transfer from the secretaryship of the former Charities Commission promotes A. L. Bowen, who has an intimate acquaintance with the state institutions and their staffs, to be superintendent of charities. Frank D. Whiff brings to his duties of fiscal agent a long and successful experience in the same position under the former Board of Administration.

Developments in the management of the penal and reformatory institutions will be watched with special interest, for they have been left hitherto without the standards and safeguards which have kept the charitable institutions far in advance of most of them. Two notably good appointments give promise of progress new to this state along these lines of "retarded development." The new office of criminologist will be well filled by Dr. Herman M. Adler, known and trusted for his scientific equipment and experience both East and West. No better man in Illinois, or far afield, could have been appointed superintendent of prisoners than John L. Whitman, who has long been very successful in the management of

the Cook county jail and the Chicago House of Correction, in both of which difficult positions he has proved to be effectively devoted to the reformatory spirit and method. But with an inconsistency, explicable only as a panic appointment during the formidable revolt at Joliet Penitentiary, a former warden was previously reappointed who has long been notorious for the very opposite personal qualities and prison policies which suggested Mr. Whitman for the superintendency of prisons. Unless the leopard changes its spots, the standards for which the superintendent of prisons and the criminologist stand will fail at the neediest point of their largest application—the state prison at Joliet—and just when the building of the new prison and the development of the honor farm afford the supreme opportunity to the new regime.

The appointment of the Advisory Commission in this department, as in others, after all other appointments had been made instead of at first when their advice might have been better worth while, scarcely complies with the importance of their function as very explicitly stated and strongly emphasized in the new code. Fortunately, Dr. E. C. Dudley, as chairman of the commission, is such an independent and thorough-going man as will never consent to allow the title "advisory" to stand either for supernumerary or rubber stamp.

The Department of Public Health is fortunate to secure as its director Dr. C. St. Clair Drake, whose effective services

in a subordinate, though important, position, under the Chicago commissioner of health, may now be extended with the freedom of his superior position. Dr. George Thomas Palmer, well known for his health survey of Springfield, Ill., conducted and published by the Russell Sage Foundation, will prove equally effective as the assistant director of this department.

After the failure to secure for director of the Department of Labor certain prominent trades union leaders, who declined the larger salary of the more prominent position in loyalty to their own organizations, Barney Cohen was promoted from being deputy factory inspector to this highest public office representative of labor. His prompt reappointment of the efficient superintendent of the Chicago branch of the Illinois free employment offices, the first non-political incumbent of that position, set a good mark at the start. But the replacement of experienced members of the office staff by men new to the job does not seem to be as truly for the "good of the service."

Although the appointments of Governor Lowden under the civil code have ranked far higher on the whole than those signaling the advent of any previous administration, yet it is a disappointment that full advantage was not taken of the supreme opportunity for still higher achievement which he was so free to improve.

Farmer and Factory-Hand

The New Alliance of Organized Producers and Organized Labor

By Eleanor Taylor

"THIS has certainly been a revelation to us," said the farmer-governor of North Dakota after he had heard Mrs. Jacob Panken, of New York, describe the food situation among the women of the East Side, at the convention held last week by the National Non-Partisan League at St. Paul. Governor Frazier's comment was echoed by many of the farmers attending the convention.

For years the farmer and the city worker have been in the habit of looking merely at their own problems. They have regarded each other with distrust. The city worker has been interested in low prices for his food. The farmer has eagerly anticipated a rise in prices for his product. These two objects have seemed incompatible. Since the convention at St. Paul marks the dawning realization on the part of each of these groups that low prices at the farm do not necessarily mean low prices in the city grocery shop, and emphasizes the growth of a new sympathy between country and city labor, it inaugurates a movement of great economic and political possibilities.

The National Non-Partisan League, which may need a word of explanation to readers who live in the eastern states, has been from its beginning in 1915 until now entirely a farmers' movement. It originated in the failure of one farmer, in spite of hard work and a good crop, to make his farm pay. It grew because the experience of this one farmer was a common one in North Dakota.

The one farmer, whose name is A. C. Townley, now the president of the Non-Partisan League, grew flax on his farm. In order to buy new equipment, seed, etc., he borrowed a large sum of money from a group of interests which controls not

only the credit offered to the farmer but also the transportation and marketing facilities of the state. When his crop was ripe it necessarily passed through the hands of this group to be put on the market. They paid Mr. Townley, as they did many of the farmers, a low price for his flax, and sold it for a high one. Their price to him was so low that he found it impossible to make the required payment on his mortgage. The mortgage was foreclosed, therefore, and his farm taken to liquidate the debt.

Townley saw other farmers in almost similar predicaments. In spite of hard work and intelligent effort they were so at the mercy of food and grain speculators that they barely made both ends meet. He gathered a few together, therefore, talked the situation over, and out of their conference grew the North Dakota Non-Partisan League, with today a membership of 130,000 farmers, and an annual income of about \$1,000,000.

The first object of the league was the redress of economic injustices suffered by the farmer. Its leaders soon realized, however, that control of political machinery must come before their organization could achieve substantial results. The old parties, Republicans and Democrats alike, had made glittering promises, sent their candidates to the legislature and nothing had happened. The farmers decided that their own candidates must sit in the North Dakota state legislature. They proceeded with the thoroughness and perseverance characteristic of the farmer to bring this about, putting up their own men in the primaries and conventions of the old parties. The results of one year's work are shown in the fact that

the 1916-17 state elections in North Dakota seated the Non-Partisan League's candidate in the governor's chair, in three of the supreme court judgeships, and gave the league 105 out of the 138 members of the state legislature.

The laws enacted by the legislature of 1917 included a number of measures fought for by the farmers for some years, such as that compelling railways to furnish sites for elevators and warehouses on their right of way, a good warehouse license law, a weighing and grading law for the state, county agricultural and training schools, additional appropriations for experiments of the agricultural college and a decrease in the taxation on farm improvements. The few holdover senators were able to defeat some important legislation, such as the constitutional amendment allowing the state to use its credit for industrial and cooperative enterprises for farmers. Nevertheless the record of the legislature is a good one.

The St. Paul convention, held September 18-20, marked the second step in the development of the Non-Partisan League. It calls attention to the fact that "national" has been added to the title of the league and that its headquarters are now in St. Paul, Minn., instead of Fargo, N. D., and emphasizes the importance of the fact that organizers for the league are now at work in ten of the middle- and far-western states. The league has become a national force.

Speakers of the most varied kinds took part in the convention. Delegates from almost all states in the union, representing widely different occupations, attended. Some 4,000 farmer members of the Non-Partisan League formed the body of every meeting.

Two notes were sounded persistently throughout by speakers and responded to enthusiastically by delegates and the audience. First, the farmer and the union man must cooperate. Second, both are ready to make the sacrifices entailed by war, but demand that wealth make a proportional sacrifice.

The farmer delegates voiced no protest at the price fixed for wheat; \$2.20 a bushel represents for some of the North Dakota farmers who have suffered bad weather conditions and who have, like all farmers, paid huge prices for fuel, machinery and the like, no margin beyond actual cost of production. They are willing, however, to accept the price, provided the government proceeds further and fixes a moderate price on oil, steel, cotton and other manufactured products which they must buy. They are anxious also to see that less profit goes into the hands of the middleman, whether he be the railway company, or the miller, or the wholesaler.

Price-fixing Favored

THE labor delegates seconded heartily all of these proposals. Representatives from ten state federations of labor joined with the farmers in passing resolutions such as the following:

Whereas, the Food Administration of the United States government, through its price-fixing commission, has set a price on the farmer's wheat by which at least 80 per cent on the average and in some cases 100 per cent of his profits have been taken from him, now therefore

Be it resolved that, in the face of national necessity and particularly in contemplation of the sufferings of the poor in our cities who must have bread at a price within their reach, we cheerfully acquiesce in the sacrifice, but we respectfully urge and will continue to insist that those who produce and sell other products necessary for the people's use and for carrying on the war be dealt with upon a like basis and that the government take the same drastic

action toward those who are making extortionate profits out of the necessities of the people in time of war; and be it further

Resolved, that we will support the government to the best of our ability in all its efforts to deal fairly with all factors in production and will do our utmost to build up a public sentiment which will make possible even justice in price-fixing, so that the rich speculator and the powerful trust may be compelled to bow to the same level rule as the toiling farmer and wage-worker.

The resolutions go on to suggest that if the profits in breadstuffs and in other articles of daily consumption cannot be reduced and passed on to the consumer by price-fixing or other regulation, then "we urge the Food Administration to exercise its power at once to seize and operate storage elevators, flour mills, bakeries, cereal and breadstuffs factories, for the benefit of the people;" and, later on, "we declare for the public ownership of public utilities."

Conscripting Men and Dollars

CONSCRIPTION of wealth was called for in these words:

We call upon Congress and the national administration to cause the dollars of America to be enrolled for service just as the youth of this nation has been compelled and has gladly responded to the call to enroll itself to fight and to die for human liberty, and that when thus enrolled the dollars of America likewise be conscripted and so much thereof as shall be necessary shall be taken for the uses of the war.

"A 2 per cent tax upon the value of all unused or inadequately used land, whether in city or rural districts, and income taxes levied upon all incomes in excess of \$2,000 so that the total net income of any individual shall not exceed \$100,000 per annum," represents the convention's point of view on the proper system of taxation.

The stand of the convention on political matters includes a request for the initiative, referendum and recall and for equal suffrage.

On the question of the war the convention declared itself emphatically loyal, endorsed the President's reply to the Pope's peace note and asked for a wage of \$50 per month for soldiers during the period of the war, with life insurance at a low premium, and guaranteed protection for the soldiers in their jobs when they return.

Perhaps most important of all, however, is the resolution which reads: "We heartily endorse the principle of labor unionism, and we urge that the closest possible affiliation and friendly relations be maintained between organized farmers and organized workers in the struggles of each, industrially and politically."

The National Non-Partisan League has become, therefore, more than a farmers' organization. It has made a definite bid for close alliance with organized labor. This is what gives the movement its special significance. Whether such a combination can be effected remains to be seen. Already, however, league officers point to the fact that both the St. Paul and Minneapolis Trades and Labor Assemblies were officially represented at the convention. That between 1,500 and 2,000 labor union men attended its meetings is significant. The rank and file of organized labor will hear the message of the farmers, say the league officials.

The political possibilities of such an alliance are pregnant in these words of President Townley at the convention: "The farmers control 35 per cent of the vote of this country; labor controls about 27 per cent; a combination of these two elements would make itself felt throughout the nation."

THE INTER-ALLIED CONFERENCE

IN the middle of May there was held in Paris an inter-allied conference for the study of one of the most serious of present social problems: professional re-education and other questions affecting men who are disabled in the war. "Inter-allied" is unfortunately as near as we can hope to get just now to the "international" gatherings which had become so important before the war, but even so there were delegates from as many countries as some international conferences have boasted: France and Belgium, Great Britain and Canada, Italy, Montenegro, Rumania, Serbia, Russia.

The proceedings, a volume of 462 well-filled pages, constitute a library of authoritative experience and opinion on one of the gravest and most perplexing of all the war problems. Most of the papers are from French and Belgian men and women actually engaged in the task of re-educating disabled soldiers, who characteristically have taken the time and trouble, in the midst of their absorbing duties, to analyze what they are doing, and make their observations and conclusions available to others. Editors and publishers deserve appreciation also, since they have issued the proceedings so expeditiously that a copy had reached this country within ten weeks of the date of the conference. The harassed "reporters" of the different sections pay frequent tribute to the energy of the "sympathique secrétaire," who kept calling for their summaries while on the other hand they were embarrassed by delays on the part of their contributors and by the receipt of valuable new papers after their summaries had been prepared and forwarded.

The conference was held in the Grand Palais, where extensive classes in re-education are carried on. There were exhibits of prosthetic appliances, special tools and machines and recent inventions of use to cripples, and photographic and statistical displays from the various institutions. Several motion picture programs were given.

Nature of Injuries in the Present War

AT the very end of the volume is the paper which is the logical introduction to the subject for *nous autres Américains*. M. Lucien March, director of general statistics for France, summarizes the available information about the nature of the disabilities which the war is producing, and about the occupation and family status of the men affected. The national bureau which was created in March of 1916, to coordinate the various institutions and services concerned with disabled soldiers (L'Office National des Mutilés et Réformés de la Guerre) has begun a registration of all the men in the country who are permanently disabled—sufficiently, that is, to be relieved of further military service. The register is not yet complete and so does not indicate the total number or the proportion among the fighting forces who have been seriously injured, but it already contains more than 40,000 records, a large enough sample, it may be hoped, to be taken as representative of the rest.

In the first place, the men are classified according to the nature of their invalidity, several hundred headings being used by the office in this analysis. Taking account only of the main divisions, it appears that out of 1,000 invalids

167 have suffered amputations
 63 of the upper limbs
 104 of the lower limbs
 833 have been injured in other ways.

Of the amputations, the great majority are at the upper

SOCIAL FORCE

arm or the thigh; relatively few are at the shoulder or hip, or at the wrist or ankle. Ablations of fingers or toes are not classed as amputations, but as injuries to the hand or foot, since their loss is ordinarily less serious than the stiffening or functional impotence which results in adjacent parts. If they were included they would probably transfer to the amputation group about 50 cases in each thousand, bringing the 167 up to 217. Amputations of the lower limbs are almost equally divided between the right and the left, but for the arms there are 53 per cent of the right against 47 per cent of the left.

Amputation of both arms or of both legs is extremely rare, there being only two cases of the former, and thirty of the latter among each 10,000 invalids.

The blind, *i.e.*, those who have lost their sight entirely, are not more than one per cent of all.

Among the invalids other than the blind and *amputés*, it appears that of each thousand

371 are injured in the arm or hand
 290 in the foot or leg
 74 in the head
 118 are blind in one eye
 6 are deaf in both ears
 141 are disabled in other ways, including disease.

The distribution according to family status follows closely the distribution of men of the same age in the general population, reminding us how little selection it has been possible for France to exercise in filling up the army.

Occupations, as would be expected, are represented among the invalids of war in the same proportion as among the total mobilized force. No relation is revealed between previous occupation and the nature of the injury received. Nor would any such relation be anticipated. The burning interest in occupation faces the other way. What is the relation between the injury and the occupation the disabled soldier goes into after recovery? To what extent do the cripples and other invalids resume their former occupations? Some interesting figures on this latter point are drawn from 7,200 records of placement by different agencies, but these figures undoubtedly greatly exaggerate the proportion of changes, and we shall have to await statistics that include men who have gone back to work without the intervention of an employment agency or other institution before we know what is really happening in this respect.

Plan of the Conference

THE program was divided into six sections. It was planned that a *rapporteur-général* should be appointed for each section, to whom all the contributions falling within the scope of the section should be consigned, as fast as they were received, for him to study and summarize in advance of the conference. Apparently this plan was modified to fit the material which came in, for in some of the sections there are several "general reports" on sub-topics which had attracted a considerable number of contributions. These reports seem to have been most scrupulously prepared, with every care to distinguish between the writer's own views and those of other contributors, and to present the views of all fairly and adequately. Many individual papers also are included.

in WAR TIME

Edward T. Devine, Editor

For us who are only beginning to think about the problem, this book is a revelation of its dimensions and complexity. The large numbers mentioned—as when one man referred to the 800 *amputés* who had come under his observation in the course of five months; the discussion of details of treatment of men with particular injuries; the sharp difference of opinion on many questions—all this makes us realize acutely how much we have to learn.

Section I. Physical Re-education

SIXTEEN reports on physiotherapy and medical gymnastics were reviewed by Dr. de Marneffe, director of the Belgian military hospital of Bonsecours. This discussion is for the most part outside our field, but certain conclusions concern the social economist quite as nearly as they do the physician; *e.g.*,

that surgeons should be urged to discharge their patients earlier to the institutions of physiothérapie, without waiting for the “irreparable” cicatrisation of the wound; and that medical gymnastics should be applied to the wounded at the earliest possible moment, before leaving the surgical hospital; that only competent attendants should be admitted in the halls of *mécanothérapie*;

that functional re-education should be complete before vocational re-education is allowed to replace it; and that until it is complete vocational training should be tolerated only in so far as it may be an aid to the main purpose. (The relation between functional and vocational re-education is evidently one of the sorely disputed points.)

In this section there is also a thorough discussion of artificial appliances for replacing lost limbs, by Drs. H. Rieffel and J. Gourdon, physicians-in-chief of the Centres d'Appareillage de Paris and Bordeaux. This again is a subject for surgeons, but social workers need to be intelligent about it. Such questions are discussed as the proper treatment of the stump to insure the highest possible degree of use; the advantages of different styles of appliances; differences in the demands of the upper and lower limbs, and of amputations at different points of the leg or arm; the principles involved in the construction of artificial limbs; at what moment it is desirable to apply a temporary device, and at what moment the injured member is ready for its “definitive” appliance.

On these last questions the conclusion is that a temporary appliance should be used at the earliest possible moment, as soon as the stump is in condition to bear its contact and pressure; that it is not possible to indicate exactly the period at which the permanent appliance may safely be adjusted, because of the great variation in the rate at which the healing and subsequent modifications of the injured member proceed in different individuals, but that in general an amputation of the forearm or lower leg may be expected to be ready in about two months after cicatrisation, of the upper arm in three months, and of the thigh in not less than four. Every case, however, must have individual attention.

The utility of an artificial limb depends on “a series of factors inherent in the stump, in the apparatus, and in the character of the individual. Where these factors are favorable, results truly encouraging are seen.” A tribute is paid to the progress made in France in the last two years in the manufacture of prosthetic appliances. At the outbreak of the war, it is well known, there was an embarrassing

scarcity of them, for most of them had been imported. One of Marshal Joffre's aides, it may be remembered, claimed by reason of his wooden leg that he was “part American”; and we recall an impassioned plea to the French authorities in 1915 to decide on desirable models—Danish, American, “or even German”—in order that the production of artificial limbs might be pushed in France.

Section II. Vocational Re-education

THE choice of an occupation, or in the more vivid French phrase, *l'orientation professionnelle*, is the subject in this section. The report is presented by Leon de Paeuw, secretary-general of the conference, who is in charge of the inspection of the Belgian schools for vocational re-education and of many other educational matters. It incorporates the opinions of fifteen other experts, as well as his own, including Dr. Carle, formerly physician-in-chief of the schools of Lyons.

It is hard to make selections for quotation from this report, so important and so instructive is every sentence. The extreme necessity for individual treatment is emphasized throughout. M. de Paeuw formulates the following conclusions:

(1) The choice of an occupation shall be made by a commission which should include a physician, a *pédagogue-sociologue*, and a technician, all with practical experience in re-education. The men shall undergo a thorough medical examination from the triple point of view, anatomical, physiological, and clinical. They shall be questioned carefully about their education, their former trade, their tastes and aptitudes, their family responsibilities and plans for the future, their economic situation. The man shall himself choose his new occupation, after visiting the work shops of the school to determine his ideas. He shall be guided, if need be, by the members of the commission, and notably by the physician, who will have to decide whether the practice of the chosen trade is compatible with his physical condition.

(2) The commission shall try to interest each man in his new occupation, by showing him concretely the possibility of establishing himself in a given locality and the prospects of success. When the man has made a definite choice he shall be admitted to the appropriate workshop. If after a short period of trial he shows the desired aptitude he shall be kept; but if not, he shall come again before the commission.

(3) The “commission of orientation” shall act as far as possible on the following principles: (a) Unless the interest of the wounded man demands otherwise, he should be re-educated for his former occupation, or for an allied occupation requiring less strength; (b) As far as possible he should be returned to his old environment; (c) It is preferable to make of him an artisan rather than a factory worker, and not to direct him towards overcrowded occupations but towards those in which labor is the most scarce and the most indispensable; (d) Prosthetic equipment to aid in their work should not be imposed upon the *mutilés* against their will; (e) Men who have lost an arm, especially when it is amputated at the shoulder, should be directed toward other than manual work if they have sufficient mental equipment.

(4) In places where there are several small specialized schools a single commission should advise all the men and distribute them among the schools as their needs indicate.

After this comes a report by M. Alleman, pedagogical director of the Belgian institution at Port Villez, who acknowledges great indebtedness to a paper from M. Basèque, of Lyons. This deals with practical questions of the program of re-education: when should it begin; what shall it include?

A period of pre-education, it is agreed, should begin in the hospital, before the wounded man can leave his bed, and should include a “moral preparation” of stimulus and encouragement; a “manual preparation” by means of light work executed for a pastime, with no idea that it will ever be a method of earning a living, and a series of tasks assigned for therapeutic reasons without any regard to probable choice of an occupation.

Re-education properly speaking should begin as soon as the

wounds are "consolidated," and should include moral, intellectual and manual training. The moral training is directed towards combating discouragement and stimulating self-confidence. The intellectual training, on the theory that "when a man is diminished physically it is necessary to develop his mental resources," includes (1) general instruction of an hour or two a day in reading and writing, "with occasional notions" of history, industrial economy, arithmetic, the elements of bookkeeping and social insurance; (2) theoretical instruction about the trades included in the curriculum; and (3) vocational training in bookkeeping, stenography and other branches, for those who are adapted by previous education and gifts to clerical or commercial occupations or to positions in the civil service. Wireless telegraphy is mentioned as offering a satisfactory career to certain cripples and requiring only a relatively brief apprenticeship.

In the selection of trades to be taught many considerations are set forth:

They should all be such as are remunerative in normal times. The production of small easily-made articles which find a ready sale for the moment because of the appeal to charity should be avoided.

They should be such as do not require a long period of training, except in so far as there may be a need to provide for men already acquainted with some part of the trade an opportunity to perfect themselves or to specialize in some operation of the industry allied to that which they formerly practiced.

The needs of the locality should be taken into account.

The manufacture of orthopedic appliances is especially suitable for cripples, for several reasons.

Each school should offer as many trades as possible, in order not to increase the labor supply unduly in certain occupations and in order that each man may find exactly what he is best fitted for.

The men must not be kept on elementary exercises but the instruction must constantly utilize their utmost physical and mental powers.

The latest and most rapid methods should be taught, in order that the man's output may be as large as possible.

The men should specialize on one or two of the elementary operations in their chosen trade, while securing a general knowledge of the whole.

As far as possible, the training should look toward the preparation of foremen, superintendents, and *petits patrons*.

Section III. Placement

IN the report by M. Fagnot, chief of the central placement bureau in the ministry of labor, on placement in industry and commerce, some of the questions previously discussed by surgeons and educators are taken up from a new angle:

(1) Is it desirable to keep the disabled soldiers, as far as possible, in their former occupation?—It is preferable to keep them at least in their old *milieu professionnel*, whenever possible, both in their own interest and for the general social and industrial advantage.

(2) Is it desirable to keep them in the locality where they resided before the war?—There is practically no difference of opinion on this point.

(3) Should special workrooms for cripples be organized in factories?—This would be difficult to arrange; there would be no advantage to the employer; and socially such segregation of the cripples could have only unfortunate results.

(4) Should the disabled soldier receive the same wage as the able-bodied workman for an equal output?—While there is but one answer theoretically to this question as it is put, difficulties arise in the case of wages by the day, because of the variability of the cripples' output, which is generally at best

less than the normal. Any reduction of wages on the ground that he is receiving a pension is considered unjustifiable. On the other hand, the wages he receives should not be determined by sympathy for his misfortune. The principle is clear: that compensation would be determined "simply according to the output and the capacity of the workman."

(5) Should special agencies be created for the placement of disabled soldiers, or should they be placed through the ordinary existing agencies, public and philanthropic employment bureaus and trade channels?—The weight of opinion is for relying in the main on the ordinary agencies and methods used for the able-bodied workmen, though the value of the work of private societies recently formed for this purpose is recognized, and it is considered desirable that they should continue while the war lasts. The schools for re-education, it is assumed, will place their own pupils "automatically," so great is the demand for them; "but it must not be forgotten that the great mass of the disabled have not had any vocational re-education, and will have to rely on the bureaus which already are charged with placing ordinary workmen."

(6) Are there any special rules which should be observed in placing disabled soldiers?—There should be greater precautions than usual to find out the conditions of employment and the rate of wages, whether the work is likely to be permanent, and so on, and it is suggested that the men should be instructed in the laws by which they are affected.

(7) Is it desirable to compel employers to employ disabled soldiers?—It is the task of the legislators in every state to decide whether or not to impose a legal obligation to this effect, requiring that a certain proportion of positions in each establishment should be filled by *réformés*; meanwhile, there is a moral obligation resting upon each employer to give occupation to the disabled in proportion to the size of his establishment.

Opportunities in Agriculture

SPECIAL consideration is given in sections II and III to re-education and placement for agriculture, as is appropriate in a country which is "essentially" agricultural, by reason of the richness and variety of its natural resources and the passion of every Frenchman to own his own plot of ground. Possibilities in agriculture seem good, especially for men of intelligence who can learn to use modern methods of intensive cultivation. The department of agriculture had organized special instruction for cripples at twenty-one of the agricultural schools, where 830 men had already been "re-educated" and 381 were in attendance on April 1. Six more centers were about to be opened. Bee-keeping, horticulture, dairy work, sheep-keeping, the mechanics of agricultural machinery, are among the specialties offered. Emphasis is put on the desirability of teaching the use of modern machines.

Many of the schools report difficulty in getting the *mutilés* to enroll at first, unless special efforts are made to attract them, and a general educational propaganda is urged to spread information about the transformation that is taking place in agriculture from human toil to machine work, changing it into "a veritable industry," about the advantages of rural work over industrial from the point of view of health and returns, and about the facilities which exist for becoming a small proprietor, or for getting the capital to resume operations in the case of those who already own land. The facilities already at hand to these ends, in the agricultural credit system established under the minister of agriculture in 1899, are briefly described by the chief of that service.

Section IV. Economic and Social Interests of the Disabled

UNDER this hospitable heading appears first a discussion of the pros and cons of compulsory re-education. As the report is made by M. de Paeuw it is possible that the Belgian influence is uppermost in the resolution proposed: that vocational or functional re-education should be obligatory on all those disabled soldiers "whose interest requires it." The more characteristically French position is however strongly presented by Dr. Leullier, of Angers, who advocates persuasion and pecuniary inducements as likely to be more effective than coercion. "Can we," he asks, "have the pretension to impose an obligation on Frenchmen to whom we stand in debt?"

Another report sets forth the necessity of providing for re-education after the war for the men who cannot profit by the facilities offered during its progress: viz.

(1) Those who are wounded in the last battles; for "it is not by flowery paths that we make our way to victory; . . . but up to the very last day of the war a stream of wounded will flow into the hospitals."

(2) The prisoners who will come back home "the day when our triumphant hands shall have broken their prison doors."

(3) The partially incapacitated who have been employed in auxiliary services.

A third subject in this section is provision for the "absolute" invalid, the man so seriously injured that he cannot do regular work. For this class General Malleterre proposes a reorganization of the Invalides.

Finally, an interesting report by Mme. Barthez proposes measures for the later benefit of the disabled, such as:

The extension of the system of rural credits to artisans, for the purchase of tools or a small business, either by the capitalization of a part of their pension, or by special banks;

The favoring of coöperative enterprises, industrial and agricultural;

The establishment of special work-shops for those whose working ability is greatly diminished or intermittent;

The distribution of motive power and of special machines to workers at home;

The organization of the labor market.

Section V. The Blind, the Deaf, and Those Affected by Troubles of the Nerve Centers

THE needs and possibilities of the blind and the deaf have fortunately been less neglected in the past than those of the other *mutilés*, and they are fortunately comparatively few in number. The methods recommended are those that have been proved in experience with adult blind and deaf in civil life, including of course instruction in methods of communication without the lost sense, Braille, especially, and lip-reading. In the first months of the war, it was feared that the number of deafened soldiers would be enormous, but time has shown that only a very small percentage of them are incurable, though no doubt a large proportion of the soldiers will come out of the war with their sense of hearing "a little less fine" than it was when they went in. Only those who are totally and incurably deaf are classed as *mutilés*, "otherwise all France would be in danger of becoming . . . a vast asylum of *mutilés*." Of the blind it is thought that 70 per cent can return to a useful life at home after proper training.

The last class of disabled to be considered are those who

have suffered some injury to the nerve centers. These "have been very numerous since the beginning of the war. They are peculiarly worthy of interest. They cannot remain indefinitely under the regular surgical or neurological services; nor can they be left to themselves or sent back to their families, who are not able to give them the delicate and costly care which they need for a long period of time. Special institutions must therefore be created for them," such as has been established by the health service in the Hôtel des Invalides. It is important that these institutions, in addition to meeting all the requirements for a modern hospital, should be equipped and conducted with taste and even with "coquetterie." There should be many of them, in different parts of the country, so that the invalids need not be far from home. The ideal location is in the country, near one of the large centers of physiothérapie. For many of these invalids vocational re-education is desirable, after their cure has advanced sufficiently, but the great need at present is for patient, long continued, expert attention from medical specialists and specially trained nurses.

Section VI. "Documentation" and Propaganda

THIS section was an addition to the original plan, decided upon only three or four months before the date of the conference, and charged with the heavy task of reviewing the legislation of all countries relating to vocational re-education and protection of invalids of war, the administrative methods and present status of the work in all countries, and of presenting plans for propaganda. The report was entrusted to the capable hands of M. A.-L. Bittard, whose book, *Les Ecoles de Blessés*, has already for over a year been an important instrument of propaganda.

M. Bittard's report is not included in the volume of proceedings, for lack of time and space, but his conclusions, which are given, summarize the experience of the modern world, not excepting Germany, on the questions which were discussed in the conference. Most of his conclusions repeat those already noticed in the course of this review, but the following touch on points that have not been mentioned:

The attempt made in France and in Germany to employ in "war-factories" *mutilés* who have been not at all, or only partially, "re-educated," has had deplorable results, and is contrary to the fundamental aim of re-education, which is to give a permanent trade, not a temporary occupation.

Protection of the disabled against illness, unemployment and invalidity has not yet been completely worked out in any country, but for protection against industrial accidents the "law Honnorat" of November 25, 1916, "may serve as a model."

M. Bittard proposes a center of information for each country, with a clearing house for all in the *Office National des Mutilés* in Paris.

Dr. Borne, of the council of public hygiene, makes a separate report on propaganda, in which he is obliged to give the honors to "our enemies, the Germans and Austrians, who have long possessed organizations for the industrial *mutilés* and disabled which they immediately adapted to the invalids of war." He outlines a plan for the education of the public, especially the disabled themselves, which would include conferences with the personnel of the hospitals; special consultations of experts, medical and vocational, with the wounded men; lectures and classes for groups of men in the hospitals, convalescent homes, and centers of physiothérapie; distribution of leaflets; permanent exhibits in the larger towns; cooperation with associations of employers and of workmen.

State Action for Soldiers' Families

By Katherine Z. Wells

NEW YORK SCHOOL OF PHILANTHROPY

THE Alexander-Simmons bill, now pending in the Senate, covers a field into which some of the states have already entered, and makes important an analysis of the action they have taken. Seven states—Connecticut, Maine, Massachusetts, Michigan, New Hampshire, Vermont and Wisconsin—have enacted legislation providing definite allowances for the dependents of soldiers and sailors, and ten others, Colorado, Iowa, Kansas, Minnesota, New Jersey, New York, North Carolina, Oklahoma, Pennsylvania and Rhode Island, report some kind of state-wide action for the protection of the interests of the soldiers. West Virginia, which has just completed a survey of its resources, and Florida, embarking upon one, should perhaps be included but are less subject to the danger of conflict with the federal law.

Our greatest interest is in the action of the seven states which have made definite provisions for the dependents for whose protection the federal bill is framed, and particularly in the administration of the state laws, their definitions of persons who may receive allowances, their scales of allowances, and their time limits or regard for possible federal action.

There are in these seven states seven kinds of administration, similar only in their tendency toward the use of military and pseudo-military boards rather than existing poor-law authorities. In Massachusetts, where for many years the laws have made a sharp distinction between so-called pauper departments and those which have to do with the dependents of soldiers and sailors, the Commissioners of State Aid and Pensions have entire charge, and decide all disputes between applicants and municipalities. New Hampshire has created a committee of three appointed by the governor with the advice of the council; the governor, adjutant-general and state treasurer have charge in Vermont, and the adjutant-general acts alone in Wisconsin.

The Connecticut Plan Criticized

THE CONNECTICUT LAW establishes a board of administration consisting of the governor, state treasurer, state secretary and state comptroller, which board in turn acts through the local selectmen and boards of charity, an arrangement which is said to be unfortunate because "many of the self-respecting dependents of soldiers, and sailors hesitate and sometimes refuse entirely to go to the public officials." The checks used in payment of these allowances in Bridgeport at least have nothing to indicate that funds are received through the Department of Public Charities. The local municipal authorities are used in Maine also, where the payments to specified amounts are refunded by the state, and a fine of \$100 is recoverable by court action if the local authorities do not administer the act according to its "true intent and meaning and to the satisfaction of the governor and council." Maine provides that "No pauper disabilities shall be created by reason of receiving the aid provided for" in the act, and the Michigan rules stipulate, in a similar attempt to remove the stigma of poor relief, that "No case will be dealt with . . . on the basis of charity, but on the contrary every allowance will be made strictly as a matter of right under the law."

More important than differences in administration are the differences in standards which have been incorporated in the seven laws. The states do not agree in their treatment of the dependents of different classes of soldiers. Massachusetts does not include in its aid the families of enlisted men in the service of the government prior to the declaration of war. Connecticut includes the National Guard, the naval militia and volunteer troops, and the act can be extended in the discretion of the board to cover the drafted men. Vermont's aid extends only to the enlisted men of the militia, National Guard and volunteers, in federal service. Michigan includes the dependents of soldiers in Michigan regiments. The laws of Wisconsin, New Hampshire and Maine only are so worded that drafted men, members of the National Guard and enlisted men are all included.

Actual dependence is the basis of the allowances excepting in Wisconsin, where the bill which first read "the amount of such aid shall be such that, together with the income of the dependent or dependents derived from other sources, except such as may be contributed from the service pay of the enlisted man, shall amount to" . . . etc., was amended to read—"the amount of such aid shall be thirty dollars for one dependent," . . . In Michigan the case of the wife, widowed mother or child is considered one of "presumptive need" and all others must be proved to be cases of "actual need." In Connecticut and New Hampshire the law specifies that to receive aid a person must be "wholly" or "solely" dependent upon the soldier.

Children "under 16" are included in Connecticut, Massachusetts and Michigan; "not over 16" in New Hampshire; and "under 15" in Maine. Vermont and Wisconsin do not specify the ages. In Massachusetts, Michigan and New Hampshire children over 16 but dependent by reason of physical or mental incapacity, are provided for. In no state is there any such inclusion in the law of adopted children, step-children, illegitimate children, divorced or common-law wives, as is provided in the Alexander-Simmons bill.

A certificate of the man upon enlistment as corrected by later certificates, if he becomes responsible for other dependents, is required in Connecticut only. Payments to others than those mentioned may be made there if the board thinks "an injustice will be done the bona-fide dependents of Connecticut soldiers if they are not so paid." In the other states the initiative seems to be left to the dependents. In no case is an allotment of wages required, although it is reported from Vermont that the ten dollars a month extra pay which was granted to enlisted men of the militia, National Guard and volunteers is in many cases assigned to their families.

Variations in the State Rates

BEARING in mind these confusing distinctions as to persons who may receive allowances, we may proceed to a comparison of the rates allowed, which can best be presented in tabular form. [See next page, second column.]

The Alexander-Simmons bill provides a maximum of \$75 a month to the dependents of any one enlisted man, which is increased by at least \$15 by the compulsory allotment of wages, a maximum which can be equalled only in Wisconsin,

and in comparison with which the \$35 maximum allowed in New Hampshire and Vermont seems meager indeed.

The necessity for providing for an adjustment with a possible federal law has been recognized by the laws of only two states. The Connecticut act becomes inoperative when the United States pays the same or a higher amount; if the United States pays a lower amount the difference is to be made up by Connecticut. Payments in New Hampshire may be reduced in the discretion of the committee whenever the United States provides for payments. The Massachusetts act extends to January 15, 1919, unless service terminates earlier; allowances can be paid in Maine for one year after death or discharge, with no reference to federal payments; Wisconsin's act, unless the legislature orders otherwise, is for the duration of the war.

The plans which have been adopted in the other states are such that there should be less difficulty in adjustments to the federal law. The governor of Rhode Island, under chapter 1469 of the public laws of 1917, is administering a fund of \$150,000, out of which fund he is providing money for the dependents of soldiers and sailors. Men in the army having dependents have through retirement been reduced to a minimum, and families of navy men whose salaries have been increased to an amount sufficient to support their dependents are dropped from the list. It is reported that no hard-and-fast rules exist, and that the list is small enough to be handled by individual inspection, the amounts granted ranging from \$20 to \$35 a month according to the recommendations of the inspectors.

The Minnesota Commission of Public Safety has an appropriation of \$1,000,000, one-half of which was automatically subtracted for extra pay for service on the Mexican border, and out of the remainder of which, among other objects, allowances may be made to the dependents of soldiers and sailors. The commission reports that it has waited upon federal legislation before formulating any policy in regard to dependents.

Citizen Committees in Charge

IN NORTH CAROLINA, where the legislature adjourned prior to the declaration of war, the State Council of Defense has arranged for committees of men and women, in every county, called Soldiers' Business Aid Committees, whose duty it is to "see that during the absence of the soldier there shall be no lapse in his insurance policies, no failure to pay taxes on property or interest on mortgage indebtedness and to make such legal transfers of property as the soldier or his family may desire . . . to look after and assist in caring for all persons who may be or may hereafter become dependent upon a soldier for support." The State Council of Defense will see that they are cared for either by county appropriation or voluntary contributions. Kansas, whose legislature had also adjourned before our entrance into the war, also reports that aid will be given through the State Council of Defense until the legislature meets, and it is possible that such a plan is being followed in other states. Municipalities in Massachusetts may add to the state allowances and chapter 535 of the laws of 1917 in New York permits counties, cities, towns and villages to provide for the families of men in federal service, National Guard or state militia. New York has also incorporated the New York Patriotic Fund, consisting of the governor, lieutenant-governor, speaker of the Assembly, president pro tem of the Senate, minority leaders of Senate and Assembly, and leading citizens, including the mayor of New York. The corporation can receive money for the assistance of the families of soldiers and sailors. Municipalities in New Jersey

are caring for such families by private subscription, a practice which is doubtless somewhat general in other states. Public action in California, under the leading of the State Board of Charities and the Associated Charities of San Francisco, has been centered entirely upon backing such legislation as the Alexander-Simmons bill represents. Close relation of the State Board of Charities with the Red Cross has been established, and it is the expectation that all parties will be able to agree upon a standard of relief "that has nothing to do with deterrent charity."

Compensation for Public Employes

NEW JERSEY, New York and Pennsylvania can supplement the salaries of state employes now in the army and navy. The State House Commission in New Jersey, made up of the governor, treasurer and comptroller, following an act providing full pay for such state employes, has recommended that they be paid the difference between their state and military pay. State and municipal officers and employes of New York who are drafted or under obligation to enter federal service, or who enter after the passage of the act with the consent of the mayor or governor, will not during the present war, or for a period of two months thereafter, be deprived directly or indirectly of any of their privileges or prejudiced with reference to promotion, continuance in office, reappointment or re-employment. Such an officer or employe will receive the difference between his previous pay and his military or naval pay, but such payment by the state or city shall not be less than \$25 a month. Five hundred thousand dollars has been

TABLE SHOWING SCALE OF ALLOWANCES

STATE	PERSONS ELIGIBLE	MAXIMUM AMOUNTS	TOTAL PER FAMILY OR MAN
Connecticut	Wife	\$20 per month	\$50 per month
	Child under 16	6 per month	
	Parents, hrother or sister on same basis		
Maine	Wife, aged, infirm and dependent father, mother or other member of household of which soldier or marine is the head	\$4 per week (i.e., \$17.33 per month)	
	Child under 15	\$1.50 per week (i.e., \$6.50 per month)	\$10 per week (i.e., \$43.33 1/4 per month)
Massachusetts	Wife, widow, children under 16, or "any child dependent by reason of physical or mental incapacity" or actually dependent parents, hrothers or sisters	\$40 per month	\$40 per month
	(Wages supplemented \$10 per month for all non-commissioned officers, soldiers, sailors in United States service)		
Michigan	Wife or widow	\$20 per month	
	Child under 16, or over 16, crippled or deformed and physically unable to earn a livelihood, and dependent upon soldier or sailor	\$7.50 per month	
	Other members of family	\$20 for family as whole	
New Hampshire	Wife	\$20 per month	
	Child, not over 16, or by reason of physical or mental incapacity dependent upon soldier or sailor	\$5 per month	
	Mother wholly dependent on soldier or sailor	\$20 per month	
	Sister or hrother wholly dependent	\$20 per month	\$35 per month
Vermont	Wife	\$35	\$35
	Widowed mother		
Wisconsin	Dependent children, not over \$10 extra per month to wages for one year		
	One dependent	\$30 per month	
	Two dependents	\$40 per month	
	Three dependents	\$50 per month	
	Fourth and each additional	\$5 additional	

appropriated by the state for these purposes, but there has as yet been no use of the fund, owing, it is said, to the fact that most of the men who have left are young and without dependents.

Appointive or civil-service officers and employes of Pennsylvania are not held to have resigned or abandoned their positions by reason of enlistment, their removal from office during federal service is prohibited, and one-half of their salary (to the amount of \$2,000 per year) is to be paid to their dependents. The remainder of the salary plus a sufficient amount to provide reasonable compensation goes to a substitute. The officer or employe files at the time of enlistment a statement under oath of his intention to retain his position and resume its duties at the expiration of service, and the names of his dependents, with a request that the salary be paid. City officials of the second-class cities may be paid upon action by the city council.

Institutions for Veterans and Children

THREE states report some enlargement or establishment of institutions. The special session of the Colorado legislature which met in July and August made an additional appropriation of \$75,000 to the Soldiers' and Sailors' Home, bringing the appropriations to \$100,000 for the biennial period 1917-1919, as compared with \$20,000 for 1915-1917. Oklahoma's State Department of Charities and Corrections has notified the National Defense Committee that the state stands pledged through its hospitals to care for soldiers who may become mentally unbalanced. The state is also preparing to erect an \$80,000 building which will provide for the care of veterans of the Civil and Spanish wars, and those who serve in the European war and their widows. The only progress so far is the securing of eighty acres of land, northeast of Oklahoma City. The optional provision for the construction of county tuberculosis sanatoria in New York has been made mandatory, with the purpose of providing sufficient facilities for the care of all those released because of tuberculosis from the military and naval forces.

A moratorium similar to that contemplated in the soldiers' and sailors' civil rights bill, framed in the office of Judge Advocate-General Crowder and introduced into Congress, has been established by law in Iowa since April. By an act published April 30, all soldiers, sailors and other persons in the federal military or naval service are exempted "while in such service and for six months after the termination of the war, or of said service or death, from payment of any bill of exchange or of any negotiable instrument or of any other payment in pursuance of any contract or from any writ of attachment or execution." Trials of litigations to which men in military or naval service are parties shall upon their request be continued until the termination of their service, or death. The homestead of soldiers, sailors or other persons in the military or naval service is exempted from taxes during their service or other property to the actual value of \$10,000, if they have no homesteads. The statute of limitations shall not run against any action held against anyone affected by the act during the time the action is stayed by the terms of the act.

It is impossible to forecast the effect which the passage of the Alexander-Simmons bill will have upon the administration

of these state provisions. Flexible plans of assistance such as those of Rhode Island, Minnesota, Kansas and North Carolina can easily be so developed as to meet local needs not covered by the necessarily precise definitions of the federal law, and in these cases an adjustment should be relatively simple. The institutional care contemplated by Oklahoma in its new home, and Colorado in its enlarged appropriation, is rendered unnecessary by the federal provisions for allowances and insurance. Hastings H. Hart, in his report to the Executive State Council of Defense of West Virginia, has demonstrated the value of a thorough analysis of the permanent as well as the immediate needs of a state, as a preliminary to the initiation of any war-time program, particularly of any which includes institutional development. So far as our information extends, no state has as yet provided for institutional care of the children of soldiers, but at least one private institution in the Middle West has signified in print its willingness to take the children of soldiers with no cost to their mothers. Similarly, manufacturers in certain large centers have considered the advisability of establishing large day nurseries to provide for the children of mothers who wish to work. One valuable outlet for state energy would be the combating of plans which, like these, are against the spirit of the federal act. The New York State Board of Charities is carefully watching commitments of children to institutions, and is at present investigating the one case reported to date which gives as the cause of commitment the drafting of the father.

In the seven states which have specific laws, adjustment is at the same time more essential and more difficult. The Connecticut law will automatically be suspended, since the federal allowances are higher than those it provides, and the New Hampshire allowances can in the discretion of the board be cut off. Since the other states, with the exception of Wisconsin, base their grants upon need, their boards of administration would seem to have the power to stop state payments upon the initiation of the federal allowances. The wording of the Wisconsin law creates a more difficult situation.

No Competition Under the Federal Bill

ALTHOUGH state laws first in the field might seem to claim precedence, it would be most unfortunate if their existence led to any opposition to the federal bill or to agitation for its suspension in these states. An analysis of the state laws leads to the conviction that none of them is equal to the federal bill in comprehensiveness, liberality or skilled consideration of the questions involved. It is certain that in all the states there would be a large number of cases not provided for, especially in the states which insist upon sole dependence or do not include all classes of men. The state laws have not in any sense removed the necessity for federal action, but on the contrary make the necessity for it more apparent. The support of the families of men in the federal service falls properly upon the federal government, the cost and benefits to be distributed by it over the whole country. It will remain possible for states which have allowance systems or which, like California, while supporting the federal bill, consider its grants insufficient to meet the local standard or cost of living, to supplement the federal allowances and to provide, in cooperation with the Red Cross, for special needs which may be left uncovered by the federal rules.

Book Reviews

THE FUNCTION OF SOCIALIZATION IN SOCIAL EVOLUTION

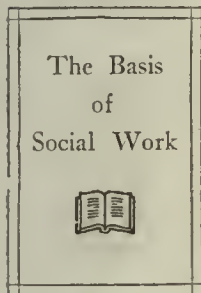
By Ernest W. Burgess. University of Chicago Press. 237 pp. Price \$1.25; by mail of the SURVEY \$1.39.

THE PHYSICAL BASIS OF SOCIETY

By Carl Kelsey. D. Appleton & Company. 406 pp. Price \$2; by mail of the SURVEY \$2.12.

OUTLINE OF APPLIED SOCIOLOGY

By Henry Pratt Fairchild. The Macmillan Company. 353 pp. Prices \$1.75; by mail of the SURVEY \$1.89.



Important and very useful additions to sociological texts have been provided, both for the general reader and for reference use in the classroom, under these three titles. While all three authors center their discussions upon the inquiry as to what constitutes progress and deal with the forces

promoting it, yet each starts from a different point of view and pursues distinctive lines of argument, which valuably supplement each other.

Professor Kelsey groups data concerning the factors of social evolution which he has used with his classes at the University of Pennsylvania as introductory to their course in sociology, and makes free use of collateral readings assigned them. Valuable background studies of the physical and physiological environments conditioning their status and progress are thus outlined, under such topics as Earth and Man, Heredity and Society, Racial and Sex Differences, the Influence of Society upon Population. In striking the balance at the end of these descriptive studies, the success or failure of a civilization is accounted for in "the terms of adjustment between man's institutions, and his environment, which is in part physical, in part social." And all along, the will to adjust and the capacity to adapt are emphasized as the winning factors in the problems of progress.

Professor Burgess, of the University of Chicago, takes his point of departure from the contention of Lester F. Ward that the spiritual part of civilization is so conditioned upon material civilization that "the moment such a basis is supplied it comes forth in all ages and races of men, and does not need to be specially fostered."

To the contrary, Professor Burgess's thesis is that "socialization rather than geography or heredity is the dominant factor in social evolution." As essential thereto, socialization is considered to be the process by which the group connects the individual with its collective activities, and by which the individual participates in the spirit, purpose and action of the group. Through three spheres of human experience and achievement, the necessity and effectiveness of socialization are tested, by the role it plays in discovery and invention, in social progress and in personal development. These tests are applied in very wide and varied references to industrial history, to the progressive stages of social evolution, and to the psychological factors of developing personality.

The conclusion thus reached is summed up in the statements that the end and function of socialization is the development of persons, and not social organization, and to this end, on the one hand, society is "an immense cooperative concern for the promotion of social development," but, on the other hand, the development of personality consists "in the individual's right relationship with his fellows, and the capacity of fitting into an infinitely refined and complex system of cooperation."

Professor Fairchild, to make "a more thoroughly scientific approach to the solution of the problem of social advancement," departs from the tendency "to treat each question as a thing by itself, and to forget that life and society is not divided into water-tight compartments." In so doing, he seeks "to take a comprehensive view of the entire field of social life, and social endeavor, to correlate in a systematic and logical manner the manifold aspects of the social organization, and to indicate the actual inter-relationship between seemingly divergent departments of life." In ignoring the separate treatment of the cross sections of human experience and action, and in compassing the sphere of man's whole human environment, this text-book is distinctive.

While directed to fulfil the purpose of applied sociology, "to re-shape the social organization, the better to serve human welfare," the volume recognizes general or pure sociology as the source of knowledge for practical application. So pervasive and dominant an element of the total human environment are economic factors and forces considered to be that fully two-thirds of the volume are devoted to their consideration. The standard of living and population, as both are related chiefly to the family, are the two foci of these environmental and volitional forces at which the author's treatment of all social phenomena centers. And nowhere have these two prime factors of the social problem received more complete analysis and classification than in his searching yet practical treatment. The æsthetic, intellectual, and religious interests involved in human advancement are regarded as essentially constituent elements of the human

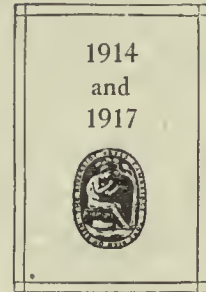
environment, although treated less thoroughly, yet no less incisively.

The book is noteworthy for its inclusion and very direct dealing with so many pressing phases of present social development. Its references and supplementary readings, together with a good index, add to its value. Many articles in the SURVEY are referred to.

GRAHAM TAYLOR.

FAITH, WAR, AND POLICY

By Gilbert Murray. Houghton Mifflin Company. 255 pp. Price \$1.25; by mail of the SURVEY \$1.35.



The first of the essays and addresses here collected was written in August, 1914, the last in March, 1917. The finest testimony, perhaps, to the worth of the author's political and moral philosophy is the fact that there is no great contrast between his reaction to war at the beginning

and that after three years of it. He is consistent throughout these discussions and memoirs to a liberalism of heart and of intellect which it is difficult to imagine apart from the extraordinary width of knowledge and sympathies by which it is sustained. "It is well to try to think things out while our minds are still clear, while we still hate the war and not the enemy," Professor Murray said when the war had but just begun. "A little later it may be different. In a few weeks English and Germans will have done each other cruel and irreparable wrongs."

"We know we should let loose these evil powers," he says in 1917, "but we believe we can cling to our duty in spite of them. It was part of the price we had to pay if we wished to save Europe, to save the small nationalities, to save liberty and civilization."

Hatred, indifference to suffering, a gradual fading of the high ideals with which the country entered upon the war, the English liberals not only foresaw, but they accepted it as part of the price that had to be paid if a worse fate was not to befall their country—not the fate of conquest, but that of having failed in their trust as they saw it. Some day when the history of patriotism will be written, this great Gladstonian tradition of duty will receive triumphant vindication. The shouting and upbraiding of men who enthusiastically embraced the opportunity of war and who thought they had a monopoly of patriotism just because they could not see any of the serious moral issues which it raised will then be fittingly forgotten.

In his first essay, the author made a remarkable prophecy about Russia. He did not share the sorrow and shame of many other Englishmen to have Russia for an ally, but felt sure that the progressive elements in that country, strengthened by English friendship, would find liberation in the war.

Three essays on Ireland, brilliant pieces of special pleading, present a complete refutation of the charge of hypocrisy which during the last three years has so frequently been made against British liberals by American writers. Of even greater astuteness is the author's defense of British sea policy. In fact he does not leave American critics a leg to stand on.

But what we like most in this book, better even than two charmingly gracious and understanding interpretations of American attitude to the war—this was before the United States intervened—is the memoir of a former student of his who fell in France. Out of the intimate character sketch here attempted, there arises a picture of that Ox-

THE BOOKS

- BROWN: *Is Christianity Practicable*
 BRUNNER:
The New Country Church Building
 BURGESS:
The Function of Socialization in Social Evolution
 FAIRCHILD: *Outline of Applied Sociology*
 FROTHINGHAM:
A Confusion of Tongues
 HUGHES:
Training the Children
 HUTSON: *Fire Prevention and Protection*
 KELSEY: *The Physical Basis of Society*
 MURRAY: *Faith, War, and Policy*
 RIDDELL:
The Rise of Ecclesiastical Control in Quebec
 STOURM:
The Budget
 SYLVAN:
Natural Painless Child-Birth and the Determination of Sex
 TIBBLES:
Dietetics or Food in Health and Disease
 TOBENKIN: *Witte Arrives*
 WOLFF:
Cooperative Credit for the United States

ford and that England which not armaments, material ruin or even prosperity can conquer, because it is of the spirit and eternal. A picture also of that fine band of young men, "exceptional in intellectual powers, in feeling for the higher values of life, in the sense of *noblesse oblige*, and in loving-kindness towards the world of men" who, without question, died for an ideal for which, equally unquestioning, they would otherwise have lived.

This book has an inspiring quality which to a very large extent must be ascribed to the lucidity and beauty of its style. One reads it with real pleasure even after the surfeit of war literature has created a strong aversion to other books of a similar kind.

BRUNO LASKER.

IS CHRISTIANITY PRACTICABLE?

By William Adams Brown. Charles Scribner's Sons. 246 pp. Price \$1.25; by mail of the SURVEY \$1.37.

Among the many apologetics for the Christian faith called forth by the war none has been more frank in admitting "the failure of the church to exercise any controlling influence upon the national policy of the so-called Christian nations," or "to make the Christian sentiment of the world felt in this supreme crisis in any unified and effective way." So serious is the implication of this failure acknowledged to be as to raise the question "whether Christianity is a practicable religion for society as well as for the individuals who compose it." The author's answers to it are more significant as addressed to the Japanese in fulfilling the function of Union Seminary lecturer in the Far East.

The achievements of Christianity in the lives of individuals, great as they prove to be, do not fulfill the author's interpretation of its founder's ideal and aim. With the rapidly prevailing school of Christian thought, Professor Brown recognizes that the individual life is essentially social in its nature and its religious needs and that the avowed purpose of the Christian faith is to realize its ideal of a social order far transcending the character it cultivates in the individual units.

The claims and arguments to these ends advanced in this volume demonstrate how completely the social interpretation of scripture teachings and the functions of the church have become identified with the tenets, defense and hopes of Christianity. His pathological diagnosis accounting for the situation of Christendom under war conditions is more conclusive than his attempt to justify the fundamental tenets involved. But his insistence upon the validity of Christianity's social ideals and upon their practicability, in view of the latent resources available for their realization, is strongly maintained, notwithstanding the fully acknowledged failure of the churches professing them even to attempt to apply them. The volume is a distinct contribution to the literature of social Christianity.

GRAHAM TAYLOR.

A CONFUSION OF TONGUES

By Paul Revere Frothingham. Houghton Mifflin Company. 256 pp. Price \$1.25; by mail of the SURVEY \$1.37.

The confusions of thought and feeling due to the great war are used as the foil upon which the author seeks to flash new light on the old duties of common life and the qualities of character which "survive unshaken and have suffered no eclipse." Chief among them are kinship, courage and the Christian spirit, which he holds to be coming to a new birth through the travail of the war.

Wholesome and helpful as these brief es-

says are in encouraging the cultivation of personal rectitude and hopefulness, they fall far short of measuring the shock which faith has suffered under the heel of war in Christendom. And they contribute little more than a very general hope for the reaffirmation and reconstruction of religion when the lack of it in national and international relations bears so hard and heavily upon individual faith and practice.

G. T.

THE NEW COUNTRY CHURCH BUILDING

By Edmund deS. Brunner. Missionary Education Movement. 141 pp. Price \$1; by mail of the SURVEY \$1.08.

Gymnasium and social hall, stage platform, dressing-room, corn club classroom, boys' club room, manual training room, canning club room, kitchen, lockers—the days of the old country church are indeed passing. The rooms just listed are to be found in one of the plans for the new country church building which appear in the Rev. Mr. Brunner's book. One needs but glance at sketches such as this or at those suggested for the parish house to realize that going to church in many rural districts now means more than attendance at religious services once or twice a week.

Mr. Brunner's discussion of the church building as it proceeds from site and materials to building plans, to remodeling, to equipment, to the parish house, carries always with it the conception that "the church stretches out into the community life, that it realizes that nothing which touches that life is foreign to the interests of the kingdom of God." It is not a technical book, but it should be valuable to the architect, though it is written for the country minister, the country layman and the rural social worker. The sketches and plans by James Grunert are most suggestive. Particularly interesting is the section by Mrs. Brunner upon the kitchen.

S.

FIRE PREVENTION AND PROTECTION

Compiled by A. C. Hutson. The Spectator Company. 778 pp. Price \$4.25, including postage.

This third edition, revised by a fire-protection engineer, is issued under the auspices of the National Board of Fire Underwriters and the National Fire Protection Association, the two organizations supported by the fire insurance interests of the country. It is intended to place in the hands of "merchants, manufacturers and underwriters" such information as will tend to benefit them and at the same time reduce the fire hazard throughout the country. It is an excellent summary of what fire protection means, and it is ignorance on the part of the layman of the information contained in this book which makes him contribute his quota to such a conflagration hazard as occasionally sweeps away his city and wipes out his belongings at the same time.

The book harks back to the time before the New York State Factory Investigating Commission, which was the first public body to give the fire hazard to life any consideration. These hearings brought out the fact that the fire insurance companies felt that it was not to their interest to consider the life hazard. This book reflects this feeling in not keeping abreast of the times. So great has been the advance since that time that some of the quotations are almost obsolete. Carelessness is shown also in their incompleteness. For instance, to cover this subject the chapter from the model building code of the National Board of Fire Underwriters and the report of the commission on safety to life of the National Fire Protection Association are both given almost in full.

The one constructive feature which was brought out by the Factory Investigating Commission was the "horizontal exit." In the quotation from the report above mentioned the term "horizontal exit" is defined and reference is made to section 29 paragraph 4 of the building code for details. On referring to this section we find merely a note, "Horizontal exits as emergency exits. See section 46 paragraph 2-C." Turning to this part of the code we find sections 40 to 58 omitted.

There is evidence of carelessness as well in proofreading. One would expect to find the word *fire* in a book on the subject correctly spelled, but we run across "first escape" and "five exits." A later edition ought to bring the book up to date and correct the typographical errors, but the present volume is valuable, nevertheless, as it is.

H. F. J. PORTER.

THE BUDGET

By René Stourm. D. Appleton & Company. 619 pp. Price \$3.75; by mail of the SURVEY \$3.95.

This is the second volume published for the Institute for Government Research, the first being *The Financial Administration of Great Britain* (reviewed in the SURVEY for August 18). For many years Stourm's *Le Budget* has been the standard work in this field. Those who teach public finance in our colleges will welcome it in English, for it may now be used more readily by their under-graduate students. Outside of academic circles it should be widely read because it contains the best account of the evolution of budgetary systems and sets forth in detail the problems encountered in France, many of which have been not unlike our own. The difficult tasks of translator and editor have been fairly well done.

H. A. MILLIS.

COOPERATIVE CREDIT FOR THE UNITED STATES

By Henry W. Wolff. Sturgis & Walton Company. 349 pp. Price \$1.50; by mail of the SURVEY \$1.65.

Until the development of the industrial era there was no such thing as productive credit. Money was borrowed for immediate consumption. The borrower was in need, the lender exacting; hence the laws against usury. Enterprise now has as its sustaining force the banking system. Productive credit is the life-blood of business. But into the broader field of economic endeavor, into agriculture and the smaller trades, this credit has not reached. The problem is to find ways and means of its extension. Agriculture in particular must secure it if it is to keep pace with the progress of industry.

Credit development has been slow in agriculture because of the unavailability of security, because farming, unlike business is an individualistic enterprise. The return of commercial loans is more sure than agricultural, because business is essentially cooperative. Agriculture must make up this deficiency by organization, by the cooperation which will standardize method, regulate distribution and establish the basis for credit.

Mr. Wolff presents in this book the principles of cooperative credit and illustrates their working out in the various countries of the world. Along the lines pointed out by him is the hope for the new agriculture, and for securing for small tradesmen and workers that economic emancipation which credit alone can give.

HARRY F. GRADY.

WITTE ARRIVES

By Elias Tobenkin. Frederick A. Stokes Company. 304 pp. Price \$1.25; by mail of the SURVEY \$1.35.

This book is presumably a novel with an autobiographical tang. The hero, Emil

Witte, is a Russian-Jewish immigrant who came to America at the age of ten with his mother and the other children to join the father in a middle-western town. The earlier chapters present a very good picture of the economic and social struggle of an orthodox Jewish family of ideals living outside of our great cities. A flavor of the old Russia appears with an uncle who had been exiled to Siberia, and who arrives unexpectedly at Spring Water, but the lure of exile was strong, and he returned to the Old World.

The rest of the book is the story of almost any newspaper reporter, who rose from small things to greatness—the greatness of writing a book or two. Witte was foredoomed to write, for had not his college professor one day singled out his theme to read to the class, and had he not called it literature? Oh! those professors!

Witte should have been a tailor. Then he could have married Lena, his first love, or supported Helen, his wife, so she need not, on account of financial stress, have resorted to abortion, for which she later paid the penalty with her life, when she gave birth to a dead child. We hope he did better by his third love, Barbara, the Gentile, in whose arms the author leaves him.

There is an element of pathos running through the story. Witte lived a singularly isolated life; he had few friends; and his loves he plucked from the wayside, as it were. The book lacks the artistry of a good novel. If it were a "human document" now—but it isn't. The author being, so the oracles tell us, a graduate of the University of Wisconsin and a former editorial writer on the Chicago *Tribune*, knew better than to give us that. But he has written an honest tale of a sincere youth and one could wish he had given it a better name.

Witte Arrives is not likely to make much more stir in the literary world than little Emil made in America when he came through the gates at Ellis Island at the age of ten.

ANNIE MARION MACLEAN.

TRAINING THE CHILDREN

By James L. Hughes. A. S. Barnes Co. 148 pp. Price \$.60; by mail of the SURVEY \$.66.

Just as the audience at a political meeting is composed mainly of those who already believe the principles professed by the speakers, so the public which reads a book like this one by Dr. Hughes is sure to be so largely made up of people to whom its message is not new that the thought is irritating in the extreme. For here in a tiny volume, entirely within the means of any one, so far as cash or time value to be expended is concerned, we find just such a clear exposition of the eternal principles of education and the relative values of free activity and development contrasted with "the negative and coercive ideal" of old times, as we long to inject into the consciousness of that great majority of adults who, as Dr. Hughes aptly says, no longer defend harsh methods of disciplining children, but still retain their faith in the old ideal.

Clearly it is this great majority to whom Dr. Hughes would speak. His long service in the public schools of his own city has acquainted him with their numbers and with their stock objections to real freedom for childhood. He gives excellent answers to the arguments inevitably raised in their discussions of the subject. Possibly his title, incorporating as it does the good, old-fashioned word "training," will prove sufficiently misleading to help on the book's sales among those who most need to read it.

As for the others, the comparatively few who agree with Dr. Hughes that "all training that interferes with the child's tendency to do things, to do things he plans himself, or to do things in cooperation with others,

is unmoral," some will question an occasional point he raises, as, for example, the value ascribed to that "freedom under law" attending the use of the Frobellian material, but none will question the truth and inspiration of such passages as these:

"True ideals of training will aid humanity to realize the great joy in work as transforming power, when men understand clearly the higher economic philosophy. We cannot much longer be satisfied to make the work of a large portion of humanity depressing to the highest intellectual and spiritual powers instead of life-giving and joy-giving, as it really should be.

"By doing the things he plans himself a child gets a revelation of his own selfhood or his supreme ability and power. This is the greatest revelation that ever comes to a child, or to a man."

JEAN LEE HUNT.

DIETETICS OR FOOD IN HEALTH AND DISEASE
By William Tibbles. Lea & Febiger. 627 pp. Price \$4; by mail of the SURVEY, \$4.20.



This is an interesting compilation of data pertaining to foods and their digestibility and nutrient value in the organism. It aims, further, to indicate some of the criteria which should guide in the construction of suitable dietaries for persons at different ages and under various circumstances.

More than half of the volume discusses the problems of dietetics in special diseases, and thus concerns the physician and institutional dietitian rather than the lay reader. It is not easy for one writer to review the literature of so large a field in any adequate up-to-date way unless he has worked intensively in some related domain of science. Much of the present book is timely, including a chapter on the modern vitamine hypothesis and its bearings (up to 1914). Some of the parts on the theory of nutrition are not equally modern, the discussion being based more largely on the views of older physiologists. Indeed, few clinicians seem to realize adequately what great strides the study of nutrition has made of late.

The book is readable in style and is conservative in its general recommendations. Food fads receive little emphasis other than in a historic way. Sometimes a little too much deference is paid to "authority," but this is almost inevitable where debated questions call for popular discussion. In common with many English writers the author translates the German "kur" into the English "cure," an inadequate expression for what is at best a mode of treatment. The "milchkur" and "traubenkur" or the "kur" at Carlsbad are not "cures" in most cases.

Rectal feeding as still commonly practiced receives a fitting rebuff from the statement that "nutrient enemata satisfy the mind rather than the body" (p. 320); yet detailed directions are culled from many sources for the reader (p. 324). We are told that the most common liver complaint is "torpor of the liver." This expression is a misnomer almost as intolerable as the familiar term "biliousness." The literature of today ought to be purged of such.

Writing of dietetics, the author says: "I deem it of such importance to mankind that I would there were appointed a professor of dietetics in every university and medical college throughout the world, and that this subject should be given the same prominence in the curriculum of the medical student which is given to *materia medica* and thera-

peutics. In all colleges of agriculture prominence is given to the study of animal and plant foods. If such knowledge is deemed of importance to the breeder of animals and the grower of grain or fruit, surely it is no less so to the physician who has the care of the human body. Indeed, I have no hesitation in saying that the study of dietetics and its practical application would benefit 50 per cent of the physicians' clients when they are sick, and is no less important as a branch of preventive medicine." This appeal deserves emphasis.

LAFAYETTE B. MENDEL.

NATURAL PAINLESS CHILD-BIRTH AND THE DETERMINATION OF SEX

By Dr. Filip Sylvan. E. P. Dutton & Company. 160 pp. Price \$.75; by mail of the SURVEY, \$.80.

This little book, entitled Natural Painless Child-birth, is good reading for any prospective mother, as by following out the system of exercises suggested, she can attain the highest stage of physical development. She should not, however, be deluded into the impression that child-birth is a painless process, even though she adhere strictly to the details so graphically described and excellently illustrated. Effective uterine contractions are always painful unless the pain be relieved by anodyne or anæsthetic, as it is impossible for the uterus to contract without pressure upon the terminal nerve filaments in the uterine muscle. Just at this time when the American public has heard so much of painless labor from the use of morphine and scopolamin and gas and oxygen, eutocia by set exercises would naturally be sought by many who have read of the disadvantages of the methods referred to. For some years we have been teaching our patients the value of exercise and know that it contributes to successful delivery, but not to painless delivery. The book is well arranged and the illustrations clear.

J. O. POLAK, M.D.

THE RISE OF ECCELESIASTICAL CONTROL IN QUEBEC

By Walter Alexander Riddell. Longmans, Green & Company. 195 pp. Price \$1.75; by mail of the SURVEY, \$1.83.

Special social interest attaches to the subject of this book from the deplorable lack of enthusiasm shown by the French-Canadians for the cause of their ancient European mother, and their consequently increasing importance in the population of Canada, whose English-speaking portions have been so sadly depleted by the superb loyalty they have shown. Even in a field adorned by the brilliant pens of Parkman and Fiske the work before us must take a very high place from its sound scholarship, abundant references to authorities, and good writing.

The story of the blundering efforts of the British conquerors to set up the Church of England in Canada (carried out as it was with all the characteristic tolerance and fair-mindedness of the British race) simply made the Roman church many times stronger than ever under the rule of the Bourbons. Nowhere in the world to-day is papal control more powerful than on the banks of the St. Lawrence. In some respects the spirit of the middle ages seems to brood over the towns and villages of French Canada more completely than over any other land that is in close touch with the modern world.

How this strange paradox came about is most interestingly set forth by Dr. Riddell, whose book can never be ignored by any serious student of the history of this continent. A companion volume on the contrasting state of affairs in Louisiana would give an extremely valuable basis for comparison of British and American methods of attacking problems not very dissimilar.

IAN C. HANNAH.



COMMON WELFARE

EMPTYING THE SCHOOL TO WORK THE FARM

LITTLE children who ought to be in school, both in law and in decency, spend much of their growing energy herding cattle, planting wheat, baling hay, picking cotton, cultivating potatoes, corn and sorghum, dairying, taking care of live stock and doing similar work on farms in the rural counties of Oklahoma, according to a pamphlet just issued by the National Child Labor Committee. These children, as would be expected, do not do as well in school as those who spend more time there. Some of them add to the army of illiterates when they grow up. Many of them cost the state in later life—as criminals, paupers, “inefficients”—more than their education would cost it today.

Unable to get the facts in any other way, the committee sent a number of its agents to Oklahoma. They studied what school records there were and interviewed teachers and children. Causes of absence had to be obtained by the second methods. The agents found that farm tenancy is prevalent, even in this territory “only recently ‘opened’ for settlement.” Tenants’ children outnumber owners’ children three to two and over half of the children of tenants belong to so-called “migrant” families, showing the extent to which moving about interferes with education.

In a group of over 6,000 children whose records were obtained, each farm-working tenant’s boy missed on the average 42.2 days, of which he spent 32.5 at farm work alone; each farm-working owner’s boy was absent on the average 35.6 days, of which 26.3 were spent at farmwork; each farm-working hired laborer’s boy lost on the average 29.6 school days, of which 23.1 were spent at farm work. Girls missed approximately the same number of days, many of them, too, being engaged in farm work. Since the average length of the school term in rural districts for 1916 was 136 school days or not quite seven months, it is apparent that rural child

labor considerably reduces the school term for many girls and boys.

The total number of days that these boys and girls should have attended was 800,442. They were absent 185,707. Farm work claimed the most days absence, 73,121. Illness was next with 44,148, and indifference, which is almost entirely parental indifference, was third with 26,382.

Farm workers are the most retarded, 51.1 per cent of their number being below normal grade. They are followed by those whose cause of absence is moving, 41.1 per cent of whom are retarded. The percentage of retardation for daily attendants is only 12.6.

The report, which is illustrated, contains a picture of four adults and ten children harvesting a cotton crop. One boy of three years picks twenty pounds a day on some days. Three five-year-olds pick more steadily, while five from seven to eleven years are regular workers. Another picture shows a five-year-old cotton picker whose parent said of him: “He haint old ‘nuff to go to school much, but he kin pick his 20 pounds a day, mostly 10 or 15 pounds.”

The Oklahoma compulsory education law applies to children eight to fifteen years old inclusive, who are required to attend for at least 66 per cent of the time the local public schools are in session. Not even this meager statute is lived up to. Moreover, the rural schools, which, from the standpoint of numbers, constitute the most important element in the state’s educational system, make the worst showing in attendance.

THE GARY PLAN AS A CAMPAIGN ISSUE

NEW YORK city is finding a live political issue this fall in her public schools. The issue is the Gary duplicate school plan. If Mayor Mitchel succeeds in establishing his close victory last week over William M. Bennett in the primaries for the nomination for mayor, the race will be between an ardent advocate of the plan, the mayor, and a vigorous opponent, Judge John F. Hylan, Tammany’s candidate.

The Gary plan in a modified form was introduced experimentally into New York city’s schools three years ago with the active support of Mayor Mitchel and under the direct supervision of its originator, Supt. William C. Wirt, of Gary, Ind. It has since been extended to twenty-five New York schools and will this year be operated in fifty; money has been appropriated to extend it ultimately to seventy-eight.

The plan, in the opinion of its friends, provides a richer “work-study-and-play” program for elementary school children than the traditional classroom system. It utilizes auditoriums, playgrounds, laboratories, workshops and gymnasiums for a larger portion of each day, accommodates practically double the usual number of children by a system of duplicate or rotating classes, thereby eliminating much part-time attendance, and saves money by greatly reducing the amount of new buildings required.

Opposition to the plan has been widespread since its first adoption. Parents’ and neighborhood associations have been organized throughout the city to fight it. At a meeting of one of these bodies recently Dr. Ira S. Wile, a member of the Board of Education, was refused permission to speak in defense of the plan and Howard W. Nudd, the director of the Public Education Association, was bodily thrown out for suggesting that there was a lack of fair play in the meeting. Hearings have been held before the Board of Aldermen at which parents have spoken vigorously against the plan.

The main charges against it have been

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that it deprives the child of a permanent seat in a classroom reserved for his exclusive use and so increases part-time, that it gives too little attention to academic subjects, that its economical features are merely a subterfuge for "putting dollars above children," and that it opens the door to religious proselyting in the schools. The last charge is based on the fact that the plan frees the child, at the request of his parents, for certain supervised activities outside the school having an educational value, such as music study, religious instruction and reading in the public library.

Judge Hylan has openly fathered the charge that the extension of the plan shows the influence of the Rockefeller Foundation in the Board of Education. He has pointed to Abraham Flexner and Raymond V. Fosdick as two representatives of the Rockefellers in the board. Mr. Flexner is one of the secretaries of the General Education Board and Mr. Fosdick was for a time secretary of the Bureau of Social Hygiene, supported largely by John D. Rockefeller, Jr. Neither of these men was conspicuous in advocating the Gary plan and both have recently resigned from the Board of Education because they were too busy to attend to their duties as members.

Meanwhile prominent citizens representing educational, labor and other interests have formed a committee to champion the Gary plan in the mayoralty campaign. The fight has been hot in the Board of Education itself and a committee there has been created to draw up a statement of the history of the plan's introduction and operation in New York city. This, it is expected, will be used as campaign material by both friends and opponents.

CLEANING UP BEHIND THE FRENCH LINES

TO protect the social health of an army fighting abroad is the unique undertaking of the Army Committee on Training Camp Activities, assumed after a preliminary study of conditions which will confront American soldiers in France. Its work is supplemental to that first contemplated in the establishment of the army and the navy committees on training-camp activities. It is assumed largely because, in the guarded language of Raymond Fosdick, chairman of both committees, "we understand that the situation is far from satisfactory in France, particularly as regards venereal disease." The fight to keep the men of the American army physically clean and strong is going to be one of the most notable struggles of the war [the SURVEY for September 8, page 509].

France neglected the whole problem of social sanitation as applied to her soldiers in camp and on leave. England neglected it until too late and is now

striving to recover lost ground in dealing with one of the most powerful enemies she has encountered beyond the channel. The soldiers from Australia who stopped in Egypt and the Canadians who stopped in England and France are less able to withstand hardships than they were when they left home. General Pershing has studied the conditions in the allied armies in France. Now the American government, through the War Department and the Committee on Training Camp Activities, is to try to save the American soldier where the the French, the British, the Australian and the Canadian were permitted to be sacrificed. Mr. Fosdick says:

We are confident that we shall be able to arrange with the French government so that our commanding officers will be given civil authority in the towns or places where our camps are located. Preliminary steps have already been taken to protect our men while in France, and we are confident that we shall succeed in the undertaking.

Our problem is one of the soldier's leave, primarily. Will he be permitted to take his leave, when not on active duty, in England? Or, if kept in France, will he be permitted to spend his time of leave in Paris or the other chief cities? Or will he be restricted to the smaller towns?

We have three lines of defense in this fight. First, there is the positive work that this committee and the Y. M. C. A., and the recreation service of the Knights of Columbus are doing. That is, the athletics, the recreations of various kinds, and other activities to engage the interest of the men. Second, if that fails to suffice, there are the police powers. We are going to keep the prostitutes away from the camps and do all possible to discourage their trade. Finally, and only as a last measure, if the prostitutes do break through our policing, there are the prophylactic measures.

In England, what is known as the Exeter Hall group of social reformers has insisted that no prophylactic measures be permitted in their army, on the ground that these measures constituted a temptation to the soldier. We will do our utmost to protect the men of the American army by other measures, but we will not take that attitude toward prophylaxis.

More significant, perhaps, than even his confidence that the degenerating conditions in France can be overcome, is Mr. Fosdick's view of what has been inaugurated in the United States this summer. He is convinced

that we have made a start toward making prostitution unprofitable in America. I do not say that we are far on that road, but we have started. These committees have secured the closing up of red-light districts in thirty cities; they have cleaned up similar conditions in thirty other cities that did not officially recognize their vice districts. We have seen this constantly shifting population of commercial prostitutes excluded from the localities of the army camps, and we know today that many of them, finding the life unprofitable, have gone to work.

Maude E. Miner, who has done invaluable work in this country with respect to this problem, is at the head of a woman's committee connected with our organization, which is giving great help by tracing down the individual women who leave these red-light districts. We are convinced that con-

stant repression will ultimately reduce this trade to a minimum. In the old days there were always other cities to which these women would flock, when driven out of a city by a spasmodic wave of reform. Now a nation-wide organization, which will be effective during the war period, has at least seriously reduced the profits of this occupation.

Constructive work by the Committee on Training Camp Activities has resulted in the formation of eighty-seven community organizations in as many cities to help the soldiers in neighboring camps. These communities are in turn showing a new local pride in improving their parks and pavements, in installing public comfort stations, and in otherwise permanently upbuilding their public services.

In cooperation with these community organizations, formed for the purpose of giving clean and wholesome recreation and entertainment to the men in the army training camps while still in this country, the Playground and Recreation Association of America is starting to raise a fund of \$3,750,000 to provide the essentials of such recreation. President Wilson, in a letter to Joseph Lee, of Boston, president of the association, expresses his "keen appreciation of the value of this unique and excellent service." He adds: "The spirit with which our soldiers leave America, and their efficiency on the battle-fronts of Europe, will be vitally affected by the character of the environment surrounding our military camps."

SELF-GOVERNMENT ON ITS METTLE

WHEN Calvin Derrick, a former superintendent of Ione Reformatory in California, described in the SURVEY for September 1 the details of self-government as operated in that institution and introduced by him four years ago, he was unable to include the latest and boldest illustration of the working of the plan, because that illustration had not yet occurred. It is described in a letter just received by Mr. Derrick from the president of the board of trustees of the reformatory, who, telling of various ways in which the plan has been extended, says:

. . . . We permitted two hundred boys to attend the fair. They arrived here on Monday morning, and left about 5 o'clock on Tuesday afternoon. On Tuesday afternoon they were reviewed by the governor and received much praise from the governor and from army and navy officers who happened to be present. But note this: They came here and were policed entirely by their own officers and appointees. The boys themselves selected from the population those to whom the privilege of going was granted. Not a single escape occurred. The whole two hundred are now safely back at the school. It seems to me that this is the boldest experiment of the kind that ever has been made with any considerable number of the inmates of such an institution. President

Richardson [the inmate president] and his officers, were pretty well exhausted Tuesday night after the boys left.

SETTLING STRIKES IN THE SHIPPING TRADES

THAT arbitration agreements between government officials and labor leaders may not always be effective in preventing strikes was indicated last week when 30,000 men working in shipyards in San Francisco walked out, demanding a 50 per cent increase in wages, and 6,500 longshoremen in New York city struck for the discharge of a foreman.

Both strikes seemed, early this week, to be in a fair way of settlement. An agreement was signed in San Francisco last Sunday between representatives of the men, their employers and federal mediators, establishing a "temporary wage schedule." It provided that the men should go back to work pending settlement of the controversy by the federal commission, consisting of V. Everit Macy, chairman, appointed by the President; Edward F. Cary, of the Emergency Fleet Corporation, and Alfred J. Berres, secretary-treasurer of the Metal Trades Department of the American Federation of Labor.

The longshoremen's strike in New York had its origin ten weeks ago over the attitude of one of the foremen on the Chelsea piers, Frank Labardo. The men claim that he was overbearing and autocratic in his manner, and that he repeatedly refused them the rest periods which are customary on the docks. Dissatisfaction culminated when, as alleged, he refused one of their members leave to go to a nearby drug store and get medicine which he needed. The man went against orders and was discharged. The other men on this pier immediately walked out. An agreement was made to arbitrate the matter and Labardo was temporarily removed. An arbitration committee was appointed, which failed to take any action, and last week Labardo was reinstated by the company. The men again walked out, this time repudiating arbitration on the ground that while wages and hours might be a matter for arbitration, their personal quarrel with a foreman was not. The strike then spread until a large part of the water-front in the Chelsea district was affected.

A meeting of the men was called last Thursday morning at which three members of the National Adjustment Board were present: Walter Lippman, assistant to the secretary of war; R. B. Stevens, vice-president of the Shipping Board, and T. V. O'Connor, president of the Longshoremen's Union. The United States Army Transport Service was represented by Capt. William B. Baker.

An appeal was made to the men, based on the vital necessity of their work in

connection with the transport service. This made considerable impression and it was voted, 418 to 217, to go back to work and let arbitration take its course.

Both of these strikes seemed to be contrary to agreements recently signed. One was entered into on August 25 between representatives of the Navy Department, the Emergency Fleet Corporation, and the American Federation of Labor and international unions affiliated with it [the SURVEY for September 1, page 488]. Under this agreement all disputes in shipyards were to be settled by a commission, one of whom was to be appointed by the President, one by Samuel Gompers and one by the Emergency Fleet Corporation. At about the same time a similar agreement was signed by a representative of the government and officials of the International Longshoremen's Union. These strikes cannot, however, be looked upon as violations of these agreements, for the men involved had nothing to do with making them. While agreements of this character undoubtedly have influence, they are entered into by union officials as individuals and in most cases have no binding effect unless ratified by the members of the unions concerned.

The labor situation in the West which has been acute for some time is to be investigated by a commission recently appointed by President Wilson. William B. Wilson, secretary of labor, is chairman, and the other members are J. L. Spangler, of Pennsylvania, and Vernon Z. Reed, of Denver, both business men, and John H. Walker and E. P. Marsh, who are presidents of the State Federations of Labor respectively of Illinois and Washington. Felix Frankfurter, who has been an assistant to the secretary of war, is secretary of the commission.

COLLEGE SOCIALISTS SPLIT ON THE WAR

"IS the pacifist a scab?" and "shall democracy be laid away in mothballs for the duration of the war?" These questions, among others, were considered at a convention of the Inter-collegiate Socialist Society held at Bellport, L. I., September 18 to 24. Notable speakers were present and the convention was termed the most successful in the history of the society.

Of necessity the discussion of war problems overshadowed all other issues, and both interest and discussion were whipped to a white heat on the subject of universal service in time of war. Sweeping support of the state in its rights over the individual in exacting such service in defense of the rights of weaker nations, was given by former Socialist party members—J. G. Phelps Stokes and John Spargo—and the true internationalist was pictured as one who did not fail to respond to a weaker na-

tion's cry of distress. In fact, support of the state in such a crisis was so strongly presented that one of the speakers was accused of using language suitable to a German text-book on one's duty to the fatherland.

The simple affirmation of the liberty of conscience "without intellectualities," as against the duty of the state as at present imperfectly constituted, however, evidently received the assent of a majority of the hearers; as well as the claim that while the individual might resign from the Socialist Party in the time of present stress, it was quite impossible to "resign" with equal ease one's citizenship in the United States.

Pacifists and conscientious objectors were led by the Rev. Norman M. Thomas in a defense of the rights of the individual as against those of the state. Yet the question, what is the pacifist to do, was left unanswered by Mr. Thomas, who declared that now was the time for principles not programs.

Militarism as promoting the evils of a caste system received due attention from the pacifists, while one of the strongest supporters of universal service admitted that such service was not good in itself, but a necessity.

To the question, What peace proposals shall a radical advocate? Walter E. Weyl declared that by the terms of peace each nation must be given as far as possible national security on the basis of a dynamic and democratic internationalism.

Prof. Harry A. Overstreet held that by the terms of peace the present battle of capitalistic groups fighting for territory for an investment area must come to an end and that not only should the future ensure the open door for trade, but also the open door for free investment.

Socialist Representation at the Peace Settlement was the subject of an address by Norman Angell, who was introduced as the author of the "Bible of pacifism," an address which met the evident approval of his hearers. He favored a peace conference made up in part of representatives of the existing governments, whose duty it should be to draft and initiate peace measures, and in part of larger groups representing the various parliaments of the nations at war, with powers of revision of peace measures. The minority opinions of the Socialists and radicals must be represented in the final settlement, he said, to act as a check on the dead weight of an uncritical majority opinion. Such a conference would cut athwart national frontiers on the lines of interest common to the different elements within the various groups. Machinery for democratic control would thus be provided and worn out diplomatic methods combated at the peace table. The rights of the minority to be heard at all times are most neces-

sary, Mr. Angell declared, and free speech must be permitted as a guarantee of such rights.

While a great advance has been claimed in the trend toward Socialism in England, said the speaker, the rank and file of British labor is reacting against a state socialism under which the unscrupulous overseer can say to the worker of military age: "You talk back and into the trenches you go." Such state socialism, the workers already see, may bring in the future the truly servile state. Mr. Angell further asserted that British labor is moving toward a guild system, away from the old trade-union form of organization and from a state Socialist bureaucracy. On the other hand, the rights of the state as supreme have been dramatically brought home to the worker when he is presented with the blue ticket and ordered to the trenches. Conscription has changed the worker's ethical conception of property rights and such change foreshadows a future democratic form of government responsible to all the people.

While there was an attempt by Socialist party members at the conference to hark back to straight Socialist propaganda and the fight against capitalism as the root of present evils in society, and thus ignore the discussion of war problems, such an attempt did not meet the approval of the majority. As one of the conference speakers pertinently remarked in private, "How can you take the time to discuss the Socialist theories of surplus value and the class struggle when our soldiers are already preparing to enter the trenches?"

However widely radicals, pacifists, conscientious objectors and socialists might differ on questions of public policy, it was evident that the conference as a whole was agreed that the great masses of working people of the warring nations should have voice not only in the control of industry but in the settlement of diplomatic questions and international relations as well.

CIVILIAN HOSPITALS HIT BY WAR

WAR talk naturally held a prominent place on the program of the nineteenth annual meeting of the American Hospital Association at Cleveland, September 14-18, especially as Dr. Winford H. Smith, superintendent of Johns Hopkins Hospital and chairman of the Committee on Hospitals of the Council of National Defense, was present to represent the surgeon-general of the army in discussing the effect of the war upon civilian hospitals, dispensaries and medical schools.

It was apparent that the Washington authorities will make reasonable efforts to protect the internes and medical students of the hospitals of the country, but also that the need for medical men

is such that, if the war continues, a serious shortage of staff, both resident and visiting, must be anticipated. The internal problems forced upon the hospitals and dispensaries by the withdrawal of so many of their men have, up to the present time, distracted attention from the larger problem of helping out the community as a whole. Shortage of medical service, due to the enlistment of great numbers of medical men in the active ages, vitally affects the community; hospitals and dispensaries are only beginning to think about it. A feeling voiced by a number of superintendents at Cleveland that the work of their institutions would have to be curtailed was vigorously combated by authoritative speakers who argued that the special needs of war times called rather for an extension of their work in many communities.

The idea of pay-clinics for people of moderate means—the rich can afford to buy the best and the poor accept it free—seemed, by the discussions, to be making gradual headway in the hospital world. A new development is the establishment of special clinics for treating ac-

cident cases under the state workmen's compensation laws. Financial responsibility is placed by law upon the employer or upon the company in which he insures so that the hospital transfers to the new self-supporting clinic, in which the medical staff is paid, a large amount of the work which it formerly did free or for a nominal fee in the surgical dispensary. The largest clinic, at New York Hospital, had last year a gross income of \$35,000, and the next largest, at Pennsylvania Hospital in Philadelphia, \$10,000.

These new institutions, which are essentially pay-clinics for general surgical work, are expected to spring up rapidly in all of the states which have enacted workmen's compensation laws. The fact that they must compete with individual doctors and with doctors engaged by employers and insurance companies, should prove a powerful stimulus to efficiency in their work. The prediction was made that they will prove more satisfactory than the average private practitioner and that their establishment heralds a great extension of surgical pay-clinics in the next few years.

Communications

FEDERAL STORAGE AND MARKETING

TO THE EDITOR: The high cost of living is bringing out the usual cry for investigation, but with this clamor for investigation very little of a constructive or remedial nature is offered. The question of food prices and food control is largely a question of storage and marketing. A few men who own large storage plants control the price of eggs, butter and general produce, as well as fruits and vegetables.

To meet this situation, all we have to do is to adopt their method in a community for the benefit of the community. The writer proposes the establishment in the Department of Agriculture of a federal storage and marketing commission composed of five members appointed by the President, with the secretary of agriculture as chairman, this commission to have comprehensive powers to deal with the question of producing, marketing, distributing, retailing and handling of food products of every description; and to make a year in and year out study of all questions pertaining to the production, distribution and consumption of food products.

The main remedial value of the commission, however, would lie in its power to cooperate with any county in any state of the nation to erect and maintain at the expense of the county a completely equipped county storage plant. These plants would be owned by the counties in which they were erected and, of course, would be situated in the most central town or city in the county. The question of putting up these plants would rest with the county by public vote. The federal government, through the storage and marketing commission, would pass on the plans of each plant and approve the same and, through the government, guarantee the bonds

issued by the county for the construction of the plant.

The management of these county storage plants would be vested in a manager and a local county commission, subject to the rules and regulations provided by the federal commission. The profits made from the operation of the plants, after paying all expenses, would be applied to paying off the bonds guaranteed by the government. The bonds would be amortized, so much of the principal falling due each year. In this way, the profits made from the plant would in time pay for the cost of the equipment and buildings. The rates for storing food would be reasonable, but enough to pay expenses and make a profit on the investment.

WALTER HENRY HULL.

Minneapolis.

THE REASON FOR WAR

TO THE EDITOR: It was with deep regret and sorrow I first knew that our beloved country had decided to enter the horrid war that Germany has forced upon the world. As I thought of Christ and His sayings, that He had power to call on legions of angels to protect Himself but instead was mocked and whipped and spit upon, and without resistance was so inhumanely put to death, I thought wars could never be right. But at last, the truth of what Christ's mock trial before Pilate meant, dawned upon me (Peter 1:14).

Governments are for the punishment of evil-doers and for the praise of those that do well. Pilate was on trial as well as Christ, for he admitted Christ's innocence, for he, it is said, knew that for envy Christ had been delivered to him, and he said of Christ to the people, "Why, what evil has he done? I find no fault in Him." But

there, as so often is the case, justice failed, because Pilate wanted place and power, as did also the leading Jews theirs.

So now, if our government stands for justice and the punishment of evil-doers as we believe it does, we must uphold the power to punish evil, that is, to stop the evil practices that are in the world, that is vested in it, and strive to have that lasting peace which *justice* will bring come soon.

MRS. A. HAMILTON.

Tallahassee, Fla.

A PLAYGROUND FOR JAVA

TO THE EDITOR: A letter has just reached me from my correspondent in Java, James Ety. He has been receiving regularly the *SURVEY* and the *Playground Magazine*. He writes, "I have great pleasure in stating that our place is getting its playground." He then modestly adds that, while he did not take an active part in it, "I think the many times I spoke about your American playground movement must have helped to level the paths."

It is just these beginnings all over the world, promoted by just such articles as appeared in the *SURVEY* and in the *Playground Magazine*, that are leading to a broader internationalism and helping to make the way for a better understanding and a more lasting peace in the future.

C. M. GOETHE.

MAKING THE WAR SAFE FOR CHILDHOOD

TO THE EDITOR: I have just read an article on this subject in the *SURVEY* of August 11. Having long admired the energy and the ingenuity of the American people, I am particularly interested in the new direction it has taken.

I expect shortly to hear of experiments with the object of making water dry and making fire cold. Try these first. You will find it comparatively easy to obtain satisfactory results. When you have succeeded you may have good hope of making war safe for childhood.

In the meantime would you like to hear some of the things that take place in spite of the efforts you quote in England to make the war safe for children. One has only to open the window of this English cottage to hear the cry of the children.

Pitiful enough, isn't it? The children who have been frightened into meningitis by air raids; the children who have died in anguish from bombs; the children whose "father died at the front; and it upset mother so she died when baby was born"; the babies who have been made old before their time because they know what death and parting and terror and anxiety mean. But none of these things could happen yet to American children.

Wait now, there's a neighbor's child running up the path. That's Muriel. Her father is in a munition factory; there's her mother come out to fetch her. She's a sturdy-looking little lass, nothing the matter with Muriel; look a bit closer. Something funny about those baby-eyes, isn't there? Movements jerky and uncontrolled, afraid the brain's not normal? That's right, Muriel isn't normal. She'll never be quite "like other children." Hear her mother apologize for Muriel.

"I had a young brother at the front. Only the two of us, there was. All the time I was carrying baby I was nearly out of my mind with worry about him. Then the telegram's come saying he was killed. Muriel was born that night. A seven months' child she was, and she's always been the same as you see. I'm sure I'd have borne anything myself rather than hurt the child, but a woman can't help her feelings."

You've got to see that the men in the trenches don't carry with them the hearts of

American women, if you don't want the abnormal child like Muriel.

There was a baby born down our street the other day. We all took an interest in him because his father was a discharged soldier "invalided out." He had been married immediately on his discharge to the girl he was engaged to before the war. Let's hear what nurse has to say about the baby.

"Mrs. Milligan's baby is going to be a rare handful. He's as pretty a baby as ever I saw, but you can't put him down a minute or he screams himself almost into convulsions. Not cry, he doesn't, screams right out."

"How do you account for that, nurse?"

"Well, you see his daddy had shell shock, he's as brave a man as ever I saw, but he gets caught hold of by terror. She thought she'd get him right, but with baby coming, very likely it got on her nerves instead. Anyway you've only to look at baby's eyes to see he was born frightened." You've got to see that American women don't marry men who've given their nerve for their country if you don't want neurotic babies.

Then there's little Mary, dainty little Mary with the blue eyes, down last week with bread-rash and dysentery, she doesn't seem to pick up. Her mother doesn't feel sure she's going to rear that only little daughter. "There doesn't seem any way we can get her the right food though we've got the money." There is a world shortage of food—wheat and milk used for munitions. When you take millions of men from production and use them in destruction, do you think you can be sure of having the pure bread and the unadulterated milk that is necessary to save the lives of your children like little Mary?

American people! Your children are in danger. In danger, both physical and moral. Your sensitive little ones are in danger of becoming neurotic from living in the war atmosphere of fear, excitement and anxiety. Your less sensitive child is in danger of becoming brutalized and hardened by the same atmosphere. Hurry on with your palliatives. Get all you can for the children while you can. And then you, great American nation, sit down and weep at the futility of your task of making war safe for childhood. Nay, rather, weep in an agony of great compassion and pity for the child-victim of war in every belligerent country. See, as in a vision, the millions of suffering and tortured and tormented babies. Weep, because fear and pain looks at you from the blue eyes of children. The children are weeping too; it is because they foresee that very surely when the war has eaten into the vitals of your nation the ranks of suffering babyhood must be joined by the children who will pay the price of war in America.

V. A. PEARL.

St. Michael's Cottage Mount,
Guildford, England.

EDUCATE THE GERMANS

TO THE EDITOR: I wish to make a suggestion, which, it seems to me, will be one of the most powerful methods of winning the war, and still it seems, to me, to be much more neglected than it should be.

I speak of the education of the German people, the dissemination of knowledge and facts among the Germans, and, if necessary, a bureau to be created in the United States, Germany, France and Russia, possibly Italy, for this purpose.

Training the German mind to think properly and according to the standards adopted by humanity can do as much, and possibly more, than bullets, and in a much more human way. For example, the scattering of the President's speech inside of the German lines by aviators was the cause of numerous Germans deserting into our lines. The Presi-

dent's message to Russia was a strong factor in stimulating the Russians, and, no doubt, would have been an educator among the Germans if it had been carried to them, which fact I am not conversant on; facts pertaining to the wanton destruction of women and children and non-combatants, and the anger it arouses among the enemies of Germany, and in neutral countries.

The after-effect of the war on Germany, and the impossibility of building up her merchant marine, emphasize the fact that all neutral nations will hesitate and refrain from dealing with Germany; and the severe consequences arising therefrom, affecting Germany, probably as bad or worse than the immediate effect of the war, that is, eventually; the horrible destruction of the men of Germany and the consequent effect on the nation, later; the awful debt that Germany is piling up against her people, really mean that each man is to work for years and virtually pay himself, making the conditions such that it will be just as well for Germany to repudiate her debt as to pay it, as far as the people of Germany are concerned.

There are a thousand lines of thought, and my idea is that information should be scattered broadcast by the use of our air-planes, or other methods, in which information can be gotten into Germany. Appropriations should be made for this purpose, and I fully believe wide influence and results can be secured in this way.

LONG, LAMOREAUX & LONG,
Per LOWELL A. LAMOREAUX.

Minneapolis.

A DELINQUENT HEADLINE

TO THE EDITOR: May I call your attention to a misleading headline in a Common Welfare item of September 15, which gives an inaccurate idea of the article reviewed from the *Journal of Delinquency*, by the words "two immigrants out of five feeble-minded." The idea is not borne out by your review which follows. The article in question begins with a summary of which the first two paragraphs are as follows:

"This is a study not of immigrants in general but of six small highly selected groups, four of 'average normals' and two of apparent 'defectives,' all of them steerage passengers arriving at Ellis Island." "The study makes no determination of the actual percentage, even of these groups, who are feeble-minded."

The most that the article contends is that 40 per cent of the very small number of immigrants studied were probably feeble-minded. Those of us who are engaged in efforts to improve the condition of the feeble-minded feel our task to be so serious that we are in constant danger of deserved criticism because of over-statement. I fear that people reading the headline only, or biased by it in reading the review, may imagine that this is an instance of that kind.

ALEXANDER JOHNSON.

[Field Secretary of the Committee on Provision for the Feeble-minded.]
Philadelphia.

JOTTINGS

IN A REPORT to the American people the American Red Cross says that from May 10, up to August 31, it had appropriated \$12,339,681 for work in Europe, \$10,692,601 of it in France, the remainder in Russia, Rumania, Italy, Serbia, England and Armenia.

Some appropriations are for a year but the greater part will have been spent by November next.

PRESIDENT VIERA of Uruguay has issued a decree officially recognizing the second Pan-American Child Welfare Congress to be held in Montevideo next March. This decree places the Congress under governmental auspices and authorizes the minister of foreign affairs to invite other countries of North, South and Central America to send official delegates. Julia C. Lathrop, chief of the Children's Bureau, is chairman of the committee for the United States and Edward N. Clopper, 105 East 22 street, New York is secretary.

EIGHT ten-hour courses in social welfare work by Nathan Peyser, director of the Educational Alliance, are announced by the extension department of the College of the City of New York. The courses are free and will be given downtown. Registration is now open.

WAR and Health will be the central theme of the annual meeting of the American Public Health Association at Washington October 17-20. The leading speakers will be representatives of the appropriate federal services.

WALTER E. CLARK, head of the Department of Political Science of the College of the City of New York, has been elected president of the University of Nevada, taking office January 1. He is a graduate of Ohio, Wesleyan and Columbia Universities and was for some years a resident of Greenwich House in New York city.

UNDER an appropriation by the last legislature, California has created the office of state director of physical education which is, practically speaking, a state superintendent of playgrounds. It is understood that Clark Hetherington of Wisconsin has been tendered the appointment and has accepted it.

THE first annual report of the New York city Children's Court since it was organized as a separate court has just come from the press. The presiding justice, Judge Franklin Chase Hoyt, shows that, although in 1916 there was an actual decrease in the number of arraignments, the number of hearings increased, indicating that the court gave more careful attention to the individual case. The establishing of the probation bureau, which now has fifty-five salaried probation officers, has reduced the number of commitments to institutions from 3,682 in 1912 to 2,893 in 1916. This decrease, it is estimated, has saved the city, \$238,680 in money paid for the maintenance of committed children. Of the 12,425 children arraigned in 1916, 84 per cent were arraigned for the first time, 11.4 per cent for the second time, 3.1 per cent for the third time and 1.5 per cent for the fourth time or oftener.

MAYOR MITCHEL, of New York city, spoke on Monday at the laying of the cornerstone of the first of twelve new buildings to be erected at the Children's Hospitals and School for the Feeble-minded on Randall's Island under an appropriation of \$1,600,000. Some of the present buildings were put up in 1869. "In an institution such as this," said Mayor Mitchel, "the buildings should last no longer than their usefulness. When better methods have been found for the treatment of the unfortunates who have occupied them and when better methods of construction have been devised, then these buildings that we are erecting today must come down and new buildings take their place. That is progress and nothing short of it is progress."

COMING MEETINGS

[Fifty cents a line per month; four weekly insertions; copy unchanged throughout the month.]
AMERICAN PUBLIC HEALTH ASSOCIATION, WAR MEETING, Washington, D. C., Oct. 17-20. Headquarters, Hotel Willard. Acting secretary, A. W. Hedrick, 126 Massachusetts Ave., Boston, Mass.

PERIODICALS

Fifty cents a line per month; four weekly insertions; copy unchanged throughout the month.

A. L. A. Book List; monthly; \$1; annotated magazine on book selection; valuable guide to best books; American Library Association, 78 East Washington St., Chicago.

American Red Cross Magazine; monthly; \$2 a year; Dohleday, Page & Co., publishers, New York.

American Journal of Public Health; monthly; \$3 a year; 3 months' trial (4 months to SURVEY readers), 50 cents; American Public Health Association, 126 Massachusetts Ave., Boston.

A Voice in the Wilderness; \$1 a year. A magazine of sane radicalism. At present deals particularly with our autocratic suppression of free speech, free press and peaceable assembly. An indispensable magazine to the lover of liberty. 12 Mount Morris Park, New York City.

Better Films Movement: Bulletin of Affiliated Committees; monthly; \$1; ten cents an issue. Information about successful methods. Address National Committee for Better Films, or National Board of Review of Motion Pictures, 70 Fifth Ave., New York.

The Child Labor Bulletin; quarterly; \$2 a year; National Child Labor Committee, 105 East 22 street, New York.

The Club Worker; monthly; 30 cents a year; National League of Women Workers, 35 East 30 St., New York.

The Crisis; monthly; \$1; National Association for the Advancement of Colored People, publisher, 70 Fifth Ave., New York.

The Critic and Guide; monthly; \$1 a year. Devoted to medical sociology, rational sexology, birth control, etc. Wm. J. Robinson, M.D., Editor. 12 Mount Morris Park, New York City.

The Journal of Home Economics; monthly; \$2 a year; foreign postage, 35c. extra; Canadian, 20c.; American Home Economics Association, 1211 Cathedral St., Baltimore, Md.

The Journal of Negro History; quarterly; \$1 a year; foreign subscriptions 25 cents extra; concerned with facts not with opinions; Association for Study of Negro Life and History, 1216 You St., N. W., Washington, D. C.

Life and Labor; \$1 a year; a spirited record of the organized struggle of women, by women, for women in the economic world. Published by The National Women's Trade Union League, Room 703, 139 North Clark street, Chicago.

Mental Hygiene; quarterly; \$2 a year; National Committee for Mental Hygiene, 50 Union Square, New York.

National Municipal Review; monthly; \$5 a year; authoritative, public spirited, constructive; National Municipal League; North American Bldg., Philadelphia.

The Negro Year Book; published under the auspices of Tuskegee Institute, Tuskegee, Ala.; an annual; 35c. postpaid; permanent record of current events. An encyclopedia of 450 pages of historical and sociological facts relating to the Negro. General and special bibliographies; full index.

The Playground Magazine; monthly; \$2; Recreation in Industries and Vocational Recreation are discussed in the August Playground. Problems involved in laying out playgrounds are taken up in detail by A. E. Metzdorf, of Springfield, Mass. Price of this issue \$.50. Playground and Recreation Association of America, 1 Madison Ave., New York.

Proportional Representation Review; quarterly; 40 cents a year. American Proportional Representation League, 802 Franklin Bank Bldg., Philadelphia.

Public Health Nurse Quarterly, \$1 a year; national organ for Public Health Nursing, 600 Lexington Ave., New York.

Social Hygiene; a quarterly magazine; \$2 per year; The Social Hygiene Bulletin; monthly; \$.25 per year; both free to members; published by the American Social Hygiene Association, 105 W. 40 St., New York.

Southern Workman; monthly; illustrated; folk song, and corn club, and the great tidal movements of racial progress; all in a very human vein; \$1 a year; Hampton Institute, Hampton, Va.

The Survey; once a week, \$3; once a month, \$2; a transcript of social work and forces; Survey Associates, Inc., 112 East 19 St., New York.

CURRENT PAMPHLETS

[Listings fifty cents a line, four weekly insertions, copy unchanged throughout the month.]

Order pamphlets from publishers.

ATHLETICS FOR ELEMENTARY SCHOOL GIRLS. By Ethel Rockwell, Supervisor and Director Girls' Gymnasium, Public Schools, Kalamazoo, Michigan. Price Fifteen Cents. Playground and Recreation Association of America, 1 Madison avenue, New York city.

NEW NATIONAL CONFERENCE PAMPHLETS

- No. 92 RURAL SOCIAL WORK. William T. Cross (8 cents).
- No. 95 PUBLIC HEALTH AS A SOCIAL MOVEMENT. Irving Fisher (12 cents).
- No. 96 THE BEARING OF PSYCHOLOGY ON SOCIAL CASE WORK. William Healey, M. D. (8 cents).
- No. 97 INTENSIVE AND CONSTRUCTIVE JOURNALISM IN HEALTH EDUCATION; AN EXAMPLE. C. E. Terry, M. D. (8 cents).
- No. 98 THE RELATIONS OF FOOD ECONOMICS TO THE NUTRITIVE VALUE OF THE DIET. Lucy H. Gillet (6 cents).
- No. 99 THE PUBLIC HEALTH PROGRAM OF THE PRESENT DAY. William Charles White, M. D. (8 cents).
- No. 100 THE APPOINTMENT OF THE HEALTH BUDGET. Franz Schneider, Jr. (8 cents).
- No. 101 THE POSSIBILITIES AND LIMITATIONS OF SPECIAL TAXATION OF LAND. Arthur N. Young (8 cents).
- No. 102 THE SIGNIFICANCE TO THE CITY OF ITS LOCAL COMMUNITY LIFE. Mary E. McDowell (6 cents).
- No. 103 POSSIBILITIES AND OPPORTUNITIES OF FEDERATION, OR COUNCILS OF SOCIAL AGENCIES. Sherman C. Kingsley (8 cents).
- No. 104 THE NEGRO AND THE NEW ECONOMIC CONDITIONS. R. R. Moton (6 cents).
- No. 105 FINANCING CHARITIES IN WAR TIME. Samuel McCune Lindsay (6 cents).
- No. 106 ILLGITIMACY IN EUROPE AS AFFECTED BY THE WAR. Emma O. Lundberg (8 cents).
- No. 107 THE PROGRESS OF FINANCIAL FEDERATIONS. William J. Norton (6 cents).
- No. 108 A BUSINESS MAN'S CRITICISM OF THE PRESENT ORGANIZATION OF SOCIAL SERVICE. Fred A. Geier (6 cents).
- No. 109 MOBILIZING THE CHURCHES FOR COMMUNITY SERVICE. Rev. Roy B. Guild (8 cents).
- No. 110 AGENCIES OF SOCIALIZING THE RURAL MIND. Professor Ernest R. Groves (8 cents).
- No. 111 THE RELATIVE VALUE OF PREVENTION AND TREATMENT OF ALCOHOLISM. H. W. Mitchell, M. D. (8 cents).
- No. 112 DISTRIBUTIVE CO-OPERATION. James Ford (6 cents).
- No. 113 THE INSTITUTIONAL CARE OF THE INJURED. I. L. Nascher, M. D. (8 cents).
- No. 114 THE IDEALS OF FINANCIAL FEDERATION. Fred R. Johnson (6 cents).
- No. 115 COMMUNITY ORGANIZATION FOR MENTAL HYGIENE. Owen Copp, M. D. (8 cents).
- No. 116 RECENT PROGRESS IN DETERMINING THE NATURE OF CRIME AND THE CHARACTER OF CRIMINALS. Bernard Glueck, M. D. (10 cents).
- No. 117 SOME MENTAL PROBLEMS AT SING SING. Bernard Glueck, M. D. (6 cents).
- No. 118 THE CITY AND ITS LOCAL COMMUNITY LIFE. Robert A. Woods (6 cents).
- No. 119 THE DESIRABILITY OF MEDICAL WARDENS FOR PRISONS. E. E. Southard, M. D. (8 cents).
- No. 120 ZONES OF COMMUNITY EFFORT IN MENTAL HYGIENE. E. E. Southard, M. D. (8 cents).

Order by number. Send remittance with order. Address National Conference of Social Work, 315 Plymouth Court, Chicago.

PAMPHLETS ON TUBERCULOSIS

TUBERCULOSIS DISPENSARY METHOD AND PROCEDURE. By F. Elisabeth Crowell. A pamphlet showing how to establish and conduct a tuberculosis clinic. Price twenty-five cents.

TUBERCULOSIS HOSPITAL AND SANATORIUM CONSTRUCTION. By Thomas S. Carrington, M.D. An illustrated handbook with detailed plans for architects and others interested in the construction of tuberculosis hospitals and sanatoria. Price sixty-two cents postpaid.

WORKINGMEN'S ORGANIZATIONS IN THE ANTI-TUBERCULOSIS CAMPAIGN. A study, with suggestions on the utilization of workingmen in the campaign against tuberculosis. Price twenty cents.

Order from The National Association for the Study and Prevention of Tuberculosis, 105 East 22 street, New York.

PUBLIC SCHOOLS ATHLETIC LEAGUE. Playground and Recreation Association of America, 1 Madison avenue, New York city. Price Fifteen Cents.

SURVEY



ASSOCIATES
INC.

KEY

If you know the name of the agency or organization, turn direct to the listings (3d. column) for address, corresponding officer, etc. [They are arranged alphabetically.]

If you seek an unknown source of information, turn to the subject index, following. The initialings correspond to capital letters in names of agencies.

If you want to know the agencies at work in any great field of social concern, turn also to this index. [They are grouped under major subject classifications, as "HEALTH," printed in capitals.]

Correspondence is invited by the agencies listed; questions answered (enclose postage for reply) and pamphlets supplied free or at nominal charges. Membership is not required of those seeking information, but offers an opportunity for you to share spiritedly and seriously in your community or profession in an organized movement which is grappling with some country-wide need or cause.

If you are uncertain where to turn, address the SURVEY, and we shall endeavor to get your inquiry into the right hands.

SUBJECT INDEX

- Americanization, NLIL.
- Better Films Movement, NCBP.
- Birth Registration, AASPIM.
- Blindness, NCPA.
- Cancer, ASCC.
- Central Councils, AACO.
- Charities, NCSW.
- CHARITY ORGANIZATION
 - Amer. Assn. for Org. Charity.
 - Russell Sage Fdn., Ch. Org. Dept.
- Charters, NML, SAO.
- CHILD WELFARE
 - Natl. Child Labor Com.
 - Natl. Child Welf. Exhibit Assn.
 - Natl. Com. for Better Films.
 - Natl. Kindergarten Assn.
 - Russell Sage Fdn., Dept. of Child Helping.
- Child Labor, NCLC, AASPIM, NCSW, NSPIE, PRAA.
- CHURCH AND SOCIAL SERVICE
 - (Episcopal) Jt. Com. on Soc. Ser., PEC.
 - (Federal) Com. on Ch. and Soc. Ser., FCCCA.
 - (Unitarian) Dept. of Soc. and Pub. Ser., AUA.
- CIVICS
 - Am. Proportional Representation Lg.
 - Natl. Municipal League.
 - Short Ballot Org.
 - Survey Associates, Civ. Dept.
- Civilian Relief, ARC.
- Clinics, Industrial, NCL.
- Commission Government, NML, SBO.
- Community Organization, ATSS.
- Conservation, CCHL.
 - [of vision], NCPB.
- Clubs, NLWW.
- Consumers, CLA.
 - Cooperation, CLA.
- Coordination Social Agencies, AADC, ATSS.
- Correction, NCSW.
- Cost of Living, CLA.
- COUNTRY LIFE
 - Com. on Ch. and Country Life, FCCCA, ARC.
 - County YWCA.
- Crime, SA.
- Disfranchisement, NAACP.
- EDUCATION
 - Amer. Library Assn.
 - Cooperative League of America.
 - Natl. Kindergarten Assn.
 - Natl. Soc. for Prom. of Ind. Ed.
 - Russell Sage Fdn., Div. of Ed.
 - Survey Associates, Ed. Dept., HI.
 - Young Women's Christian Association.
- Electoral Reform, NML, TI, APKL.
- Eugenics, ER.
- Exhibits, AASPIM, NCPB, NYSHS.
- Fatigue, NCL.
- Feeblemindedness, CFFM, NCMH.

FOUNDATIONS

- Russell Sage Foundation
- Franchises, NML.

HEALTH

- Amer. Pub. Health Assn.
- Amer. Assn. for Study & Prev'n't'n Inf. Mort.
- Amer. Social Hygiene Assn.
- Amer. Soc. for Cont. of Cancer.
- Amer. Red Cross.
- Campaign on Cons. of Human Life, FCCCA.
- Com. of One Hund. on Natl. Health.
- Com. on Prov. for Feebleminded.
- Eugenics Registry.
- Natl. Assn. for Study and Prev. Tuberculosis.
- Natl. Com. for Ment. Hygiene.
- Natl. Com. for Prev. of Blindness.
- Natl. Org. for Public Health Nursing.
- Natl. Soc. Hygiene Assn.
- New York Social Hygiene Society,
- NCSW, NCWEA,
- Survey Associates, Health Dept.
- Health Insurance, AALL.
- History, ASNLH.
- Home Economics, AHEA.
- Home Work, NCL, NCLC.
- Hospitals, NASPT.
- Hygiene and Physical Education, YWCA.
- Idiocy, CFFM.
- Imbecility, CFFM.

IMMIGRATION

- Council of Jewish Wom., Dept. Im. Aid.
- International Institute for Foreign-born Women of the YWCA.
- Natl. Lib. Im. League, NPS, NTAS, TAS.
- Industrial hygiene, APHA.

INDUSTRY

- Amer. Assn. for Labor Legislation.
- Industrial Girls' Clubs of the YWCA.
- Natl. Child Labor Com.
- Natl. Consumers League.
- Natl. League of Wom. Workers.
- Natl. Wom. Trade Union League.
- Russell Sage Fdn., Dept. Ind. Studies.
- Survey Associates, Ind. Dept.
- NCSW, NSPIE.
- Insanity, NCMH.
- Institutions, AHEA.

INTERNATIONAL RELATIONS

- Com. on Int. Justice and Good Will, FCCCA.
- Survey Associates, For. Serv. Dept.
- Natl. Woman's Peace Party.
- Labor Laws, AALL, NCL, NCLC.
- Legislative Reform, APRL.
- Liquor, NML.

LIBRARIES

- American Library Assn.
- Russ. Sage Fdn. Library.
- Mental Hygiene, CFFM, NCMH.
- Military Relief, ARC.
- Minimum Wage, NCL.
- Mountain Whites, RSP.
- Municipal Government, APRL, NPS, NML.
- National Service, ATSS.
- Negro Training, ASNLH, HI, TI.
- Neighborhood Work, NPS.
- Nursing, APHA, ARC, NOPHS.
- Open Air Schools, NASPT.

PEACE

- National Woman's Peace Party.
- Peonage, NAACP.
- Playgrounds, PRAA.
- Physical Training, PRAA.
- Police, NML.
- Protection Women Workers, NCL, NTAS.
- Prostitution, ASHA.
- Public Health, APHA, COHNH, NOPHS.

RACE PROBLEMS

- Assn. for Study Negro Life and Hist.
- Hampton Institute.
- Natl. Assn. for Adv. Colored Peop.
- Russell Sage Fdn., South Highland Div.
- Tuskegee Institute.
- ALL, ER.
- Reconstruction, NCSW.
- Regulation of Motion Pictures, NCBP.

RECREATION

- Playground and Rec. Assn. of Amer.
- Russell Sage Fdn., Dept. of Rec.
- NCPB, YWCA.

REMEDIAL LOANS

- Russell Sage Fdn., Div. of Rem. Loans.
- Sanatoria, NASPT.
- Self-Government, NLWW.

SETTLEMENTS

- Natl. Fed. of Settlements.
- Sex Education, ASHA, NYSHS.
- Schools, AHEA, HI, TI.
- Short Ballot, SBO.
- Short Working Hours, NCL.
- Social Agencies, Surveys of, AACO.
- Social Hygiene, ASHA, NYSHS.

SOCIAL SERVICE

- Amer. Inst. of Soc. Service.
- Com. on Ch. and Soc. Service, FCCCA.
- Dept. of Soc. and Public Service, AUA.
- Joint Com. on Soc. Service, PEC.

SOCIAL WORK

- Natl. Conference of Social Work.
- Statistics, RSP.

SURVEYS

- Russell Sage Fdn., Dept. Sur. and Ex.
- NCMH, PRAA, NCWEA, NSPIE.
- Taxation, NML.
- National Travelers Aid Society.

TRAVELERS AID

- National Travelers' Aid Society.
- Travelers Aid Society.

CJW.

- Tuberculosis, NASPT.
- Vocational Education, NCLC, RSP.
- Unemployment, AALL.

WAR RELIEF

- Am. Red Cross.
- Preventive Constructive Girls' Work of YWCA.

WOMEN

- Amer. Home Economics Assn.
- Natl. Consumers' League.
- Natl. League of Wom. Workers.
- Natl. Women's Trade Union League.
- CJW, NTAS, TAS.
- Young Women's Christian Association.
- Working Girls.
- NLWW, TAS.

ALPHABETICAL LIST

AMERICAN ASSOCIATION FOR LABOR LEGISLATION—John B. Andrews, sec'y; 131 E. 23 St., New York. Workmen's compensation; health insurance; industrial hygiene; unemployment; one-day-rest-in-seven; administration of labor laws.

AMERICAN ASSOCIATION FOR ORGANIZING CHARITY—Mrs. W. H. Lothrop, ch'n; Francis H. McLean, gen. sec'y; 130 E. 22 St., New York. Correspondence and active field work in the organization, and solution of problems confronting, charity organization societies and councils of social agencies; surveys of social agencies; plans for proper coordination of effort between different social agencies.

AMERICAN ASSOC. FOR STUDY AND PREVENTION OF INFANT MORTALITY—Gertrude B. Knipp, exec. sec'y; 1211 Cathedral St., Baltimore. Literature on request. Traveling exhibit. Urges prenatal instruction; adequate obstetrical care; birth registration; maternal nursing; infant welfare consultations.

ASSOCIATION FOR THE STUDY OF NEGRO LIFE AND HISTORY—Carter G. Woodson, director of research; 1216 You St., N. W., Washington, D. C. To popularize the Negro and his contributions to civilization that he may not become a negligible factor in the thought of the world.

AMERICAN HOME ECONOMICS ASSOCIATION—Mrs. Alice P. Norton, sec'y; 1326 E. 58 St., Chicago. Information supplied on anything that pertains to food, shelter, clothing or management in school, institution or home.

AMERICAN INSTITUTE OF SOCIAL SERVICE—Founded by Dr. Josiah Strong. Nathaniel M. Pratt, gen. sec'y. Edward W. Bemis, Robert A. Woods, dept. directors, Bible House, Astor Place, New York. Welcomes inquiries as to all matters of community organization and progress. Members of its staff glad to enter into consultation by correspondence about given conditions or particular projects. Assists in bringing to individual new undertakings the combined results and lessons of the best productive achievement. Ready to aid in securing publications, speakers, temporary or permanent leadership. Particular attention given to requests from communities in which all such effort is at an early stage. Seeks to bring about better cooperation among specialized national organizations, toward securing the more comprehensive local application of their types of service. Promotes the fullest extension of principles and methods which on a limited scale have conclusively shown their power for the upbuilding of the nation.

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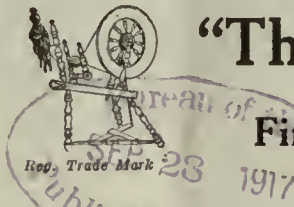
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Index

VOLUME XXXVIII

APRIL, 1917—SEPTEMBER, 1917

The material in this index is arranged under authors and subjects and in a few cases under titles, except poems and book reviews, which are listed only under those headings. Anonymous articles and paragraphs are entered under their subjects. The precise wording of titles has not been retained where abbreviation or paraphrase has seemed more desirable.

A

Abbott, Grace, 184, 357.
Child labor law director (with portrait), 484, 485.
Abelson, Alter.
A light (verse), 455.
Accidents, industrial.
Green hands and, 556.
Training of persons injured, 78.
Adamson law, letters from Powell and Fitch, 46.
Addams, Jane, Paul Elmer More on, 337.
Adler, H. M., 563.
Adolescence, 21.
Advertising, THE SURVEY as a medium (letter), 510.
African wages, 536.
Agriculture.
British women and, 526.
St. Louis rally, 67.
Ahlers, Dr. O. C., 47.
Alabama.
Jails, 262.
School buildings, 66.
Albany, N. Y., court psychopathic clinic, 536.
Alcohol.
Bread or beer (letters of Mr. Fox and Mrs. Tilton), 178.
Breweries vs. bakeries (Mrs Tilton's rejoinder to Mr. Fox), 65.
Cartoons, 166, 168, 169.
Child labor in making, 195.
Cost of (letters), 179.
Dry look ahead, 524.
Fox, H. L., reply to Mrs. Tilton, 62.
Little Adventures with John Burleycorn: extract, 273.
O'Ryan, Gen. J. F., on, 459.
Poster Campaign, latest poster, 68.
Vice and, 343.
War work and, 537.
Wets and the West, 351.
See also Prohibition.
Alexander-Simmons bill, 504, 520, 541, 555, 570.
"Alice in Wonderland" (cartoon), 275.
Allens.
Farm work, 295.
New York city, 527.
Patriotism and, 159.
St. Louis, 248.
All America Helps, 79.
Allowances to Soldiers' families, 291.
See also Insurance; Soldiers.
Almy, Frank, 537.
Almy, Frederic, 177, 258, 537.
Portrait, 254.
America.
Newer sons (verse), 404.
Protecting ideals of, 31.
American Academy of Political and Social Science, world food conference, 555.
American Alliance for Labor and Democracy, meeting at Minneapolis, 558.
American Association of Workers for the Blind, 341.
American Committee on War Finance, 20.
American Federation of Labor, government contracts during the war, 299.
American Hospital Association, 579.
American Institute of Social Service, 298.
American Legal Defense League, formation and board, 144.
American Library Association, 496.
American Medical Association, prohibition and convention, 266.
American Prisoners' Central Committee, Berne, 463.
American Union Against Militarism, and individual conscientious objectors, 296.
Americanization.
Banners, 511.
Jewish immigrants, 103.
Anderson, Mary, name omitted (letter), 279.
Angell, Norman, 578.
Animals, wounded. Red Star corps, 43.
Anti-injunction bill in California, 380.
Anti-injunction law, 281.
Anti-Saloon League, 351.
Appeals.
Profit in (letter), 280.
War funds, registering, 375.
War relief, need of system, 297.
Apprenticeship in Wisconsin, 464.
Arborvitae trees, dwarf, 116.
Archibald, R. M., 427.
Argentina.
Tuberculosis, 463.
Arizona.

Labor troubles, 429.
Minimum wage, 149.
Arkansas.
Legislation, 42, 177.
Women's wages, 377.
Armenia, missionary relief expedition, 405.
Armenian and Syrian relief, 202.
Army, U. S.
Compensation, insurance, etc., 435.
Separate allowances, 167.
Unit candidates, 224.
Venereal disease and, 145.
See also Soldiers.
Army chaplains, 147.
Army Committee on Training Camp Activities, 577.
Army families, pay and; San Francisco plan, 95.
Army uniforms, sweat shops and, 519, cover of Sept. 15 issue.
Arnstein, Leo, 48-49.
Arsenals, survey, 297.
Asia (journal), 47.
Australia, reducing the high cost of living, 544.
Austria, public health, 462.
Autocracy, Russia (cartoon), 41.
Avery, John M., Vermont government, 148.
Ayres, P. W., 364.

B

Babies. *See* Infant mortality; Infants; Children.
Baby-saving, 508.
Baby Week, 508.
Drawing by Emma Clark, cover of April 28 issue.
Plans for, 41.
"Back to the Sea," 443.
Bacon, Mrs. A. F., 98.
Baker, N. D. Circular to governors and others on camps, 273.
Balch, Emily G. Reviews of several books on world relations, 549, 550, 552.
Baldwin, Frank. San Francisco exposition (letter), 199.
Baldwin, Roger N., 48, 510.
East St. Louis—Why? (letter), 447.
Review of De Witt's *The Man in Court*, 361.
Review of Perry's *Community Center Activities*, 175.
Baifour, A. J., 182.
Balmer, Thomas, 281.
Banners, Americanization, 511.
Barnard, Geo. Grey, 21.
Barnes, J. H., 491.
Barrow, Mrs. G. B. Letter, 199.
Barrows, E. M., 48.
Barton, Dante, 72.
Death, 463.
Batchelor, J. M. From an elevated train (verse), 141.
Baths in Milan, Italy, 464.
Baxter, Dr. Donald. Poliomyelitis, 426.
Bayley, James, 503.
Bedell, Gertrude. Women's wages (letter), 448.
Beer, 64, 65.
Congress and, 326.
Fight against, last week, 292.
Fox, H. L. (letter), 178.
See also Alcohol; Prohibition.
Belgian Red Cross poster, 121.
Belgian reservists in America, 302.
Belgian scholars, 463.
Belgium.
Deportations, 320.
Pryse poster, 398.
Relief, 202.
Bell, Wm. M. Speakers wanted for Los Angeles (letter), 46.
Bellamy, Geo. A., 251.
Bellport, L. L., 578.
Belville, O., 463.
Benjamin, P. L.
Challenge, The (verse), 119.
Comrades (verse), 437.
Review of Pollock's *Our Minnesota*, 370.
Bennett, R. B., 56.
Portrait, 56.
Berlin children, 277.
Berne, 463.
Bernstein, Dr. Chas., 263.
Berres, A. J., 488.
Bible Film Co., 79.
Bicknell, E. P., 235.
Big Brothers and Big Sisters, 298.
Biggs, Dr. H. M.
Plan to control tuberculosis in war, 198.

Tuberculosis in France, 112.
Billings, W. K., 305.
Portrait, 308.
Birth control.
Chicago, 126.
Clinic families, 98.
Illinois, 250.
Mitchell case (letter), 200.
Pennsylvania, 462.
Birth-rate, 530.
Bisbee, Ariz., deportations, 353, 429.
Blackwell, Alice S., 528.
Mme. Breshkovsky's address (letter), 536.
Blindness: one system of raised letters for all blind in future, 341.
Bloomfield, Daniel. Letter on Daylight Saving, 176.
Blue Ridge conference, 443.
Bolduan, C. F., 495.
Bomb cases in San Francisco, 305.
Book reviews.
Administration of Industrial Enterprises, The (Jones), 441.
Advent Songs (Patten), 361.
Agriculture After the War (Hall), 441.
Alsace-Lorraine (Jordan), 551.
American Red Cross Text Book on Home Diets (Fish), 75.
Armenian Poems (Blackwell, trans.), 368.
Bases d'une Paix Durable, Les (Schvan), 553.
Basis of Durable Peace, The (Cosmos), 553.
Beligians Under the German Eagle (Massart), 550.
Budget, The (Stonrm), 574.
Building of Cities, The (James), 372.
Call of the Republic, The (Wise), 532.
Central Europe (Naumann), 359.
Chartist Movement, 3 books on, 288.
China Inside Out (Miller), 360.
Christian Ministry, The (Williams), 531.
Church and the Hour, The (Scudder), 370.
City Residential Land Development (Yeomans), 289.
City Worker's World, The (Simkhovitch), 367.
Community Center Activities (Perry), 175.
Conditions of Labor in American Industries (Lauck and Sydenstricker), 441.
Confusion of Tongues, A (Frothingham), 574.
Cooperative Credit for the United States (Wolf), 574.
Criminality and Economic Conditions (Bonger), 76.
Critique, A, of the Theory of Evolution (Morgan), 422.
Declining Birth-rate, The, 530.
Development of China, The (Latourette), 360.
Dietetics or Food in Health and Disease (Tibbles), 575.
Drama of the Spiritual Life, The (Sears), 174.
Education of Women, The (Talbot), 175.
Elizabeth Fry (Richards), 76.
English-Speaking Peoples, The (Beer), 549.
Essays in War Time (Ellis), 288.
European Anarchy, The (Dickinson), 73, 75.
Faith, War, and Policy (Murray), 573.
Financial Administration of Great Britain, The (Willoughby and others), 442.
Fire Prevention and Protection (Hutson), 574.
Flogging Craze, The (Salt), 174.
Food and Health (Kline and Cooley), 76.
Food for the Worker (Stern and Spitz), 373.
French books on France after the war, 173.
Freud's Theories of the Neuroses (Hirschmann), 361.
Frontiers of Language and Nationality in Europe, The (Dominian), 553.
Function, The, of Socialization in Social Evolution (Burgess), 573.
Girlhood and Character (Moxcey), 289.
Henry Ford's Own Story (Lane), 372.
How to Become a Citizen of the United States (Kallmeyer), 533.
Hygiene in Mexico (Panl), 551.
Hymns of the United Church (Morrison and Willett, Eds.), 46.
Immigrant and the Community, The (Abbot), 372.
Inside the British Isles (Gleason), 548.
International Crisis, The: The Theory of the State (Mackenzie and others), 552.
Internationalism—several works on (by Grant, Greenwood, Muir, Withers, Dickinson, etc.), 73.
Introduction, An, to the Study of Organized Labor in America (Groat), 532.
Is Christianity Practicable? (Brown), 574.
Jewish Philanthropy (Bogen), 532.
Judgment of the Orient, The (K'ung Ynan Ku'snh), 174.

- Layman's Handbook of Medicine, A (Cabot), 45.
 "Mademoiselle Miss," 372.
 Man in Court, The (De Witt), 361.
 Measurement of Intelligence (Termer), 423.
 Mechanisms of Character Foundation (White), 361.
 Mental Conflicts and Misconduct (Healy), 421.
 Mentality of the Criminal Woman, The (Weldensall), 367.
 Mexican Problem, The (Barron), 551.
 Minimum Cost of Living, The (Gibbs), 531.
 Modern Mother's Experience, A (Moskowitz), 372.
 Motherhood (Hartley), 371.
 Murder (Greenberg), 76.
 National Being, The—Some Thoughts on an Irish Polity (A. E.), 548.
 Nationalism and War in the Near East (Lord Courtney), 552.
 Nationalism, War and Society (Krehbiel), 552.
 Natural Painless Childbirth and the Determination of Sex (Sylvan), 575.
 Nature of Peace, The (Uebler), 554.
 Neurotic Constitution, The (Adler), 361.
 New Citizenship, The (Mackaye), 76.
 New Country Church Building, The (Brunner), 574.
 Notes on the Causation of Cancer (Russell), 534.
 Obstacles to Peace (McClure), 554.
 Offender, The, and His Relation to Law and Society (Lewis), 531.
 Origin, The . . . of Toxic Jaundice . . . in Munition Workers (Legge and others), 533.
 Our Minnesota (Pollock), 370.
 Outline of Applied Sociology (Fairchild), 573.
 Personal Health (Brady), 175.
 Physical Basis of Society, The (Kelsey), 573.
 Prison Reform (Bacon), 46.
 Prost and Wages (Kleene), 289.
 Promise of Country Life, The (Bowman), 175.
 Psychology of Special Abilities and Disabilities (Bronner), 372.
 Public Defender, The (Goldman), 361.
 Readings in Social Problems (Wolfe), 46.
 Rebirth of Russia, The (Marcosson), 549.
 Recent Progress in the Study of Variation, Heredity and Evolution (Lock), 422.
 Reconstruction of Poland and the Near East, The (Gibbons), 550.
 Restoration of Trade Union Conditions (Webb), 440.
 Rise, The, of Ecclesiastical Control in Quebec (Riddell), 575.
 Rural Sociology (Vogt), 533.
 Russia in 1916 (Graham), 76.
 Russlans, The (Wright), 359.
 Schoolmaster, A, of the Great City (Patrl), 422.
 Seasonal Industry, A (Van Kleeck), 370.
 Second Folk Dance Book, The (Crampton), 175.
 Second Wind (Tilden), 533.
 Selected Articles on Capital Punishment (Fanning), 361.
 Selected Articles on Military Training, etc. (Van Valkenburgh), 372.
 Selected Articles on Minimum Wage (Reely), 371.
 Selected Articles on National Defense, Including Compulsory Military Service (Van Valkenburgh), 370.
 Sexes in Science and History, The (Gamble), 368.
 Short Rations (Doty), 174.
 Sins of the Children, The (Hamilton), 175.
 Slaves of the War Zone, The (Bally), 549.
 Social Insurance (Woodbury), 533.
 Social Rule (Parsons), 369.
 Society Misfits (Doty), 77.
 Soul of Ulster, The (Hamilton), 548.
 Story of My Life (Keller), school edition, 289.
 Studies in Forensic Psychiatry (Glueck), 76.
 Study and Behavior of an Individual Child, The (McManis), 423.
 Teaching of History in the High School, The (Hartwell), 174.
 Training of Men for the World's Future, The (Thwing), 360.
 Training the Children (Hughes), 575.
 Truancy and Non-Attendance in the Chicago Schools (Abbott and Breckinridge), 369.
 Ultimate Democracy and Its Making (Sims), 441.
 Unfair Competition (Stevens), 442.
 Vitalized School, The (Pearson), 422.
 War After the War, The (Marcosson), 360.
 Way Life Begins, The (Cady), 423.
 When the Prussians Came to Poland (Turczynowicz), 550.
 Why Men Fight (Russell), 45.
 White Arrives (Tobenkin), 574.
 Women in Modern Industry (Hutchins), 371.
 Women in War (Gribble), 553.
 Women Workers and Society (McLean), 371.
 Workers and Education, The (Gillman), 440.
 World at War, The (Brandes), 360.
 World Peace—A Spectacle Drama in Three Acts (O'Hare), 175.
- Books.
 For soldiers, 496.
 On world relations, 548.
 Booze (cartoons), 166, 168, 169.
 Grain cartoon, 223.
 Boss. *See* Employers.
 Boston.
 School system investigation, 44.
 War prohibition, 250.
 Boston City Hospital, social service [347].
 Boston Legal Aid Society, 495.
 Bourne, Randolph. Review of Patrl's A Schoolmaster of the Great City, 422.
 Bowen, A. L., 563.
 Bowen, Albert, 344.
 Health Insurance (letter), 279.
 "Boxer" students, [4991].
 Boy Scouts, parade on Patriots' Day, 97.
 Boyd, Judge, federal child labor law, 507.
 Boys.
 Enlistment for farms, 195.
 Farmers and, 142.
 Farms and, 386.
 Pioneers of America, 180.
 Sinning, 421.
 Boys' Club, industrial plant, 250.
 Boys' Working Reserve, 195.
 Brace Memorial Newsboys' House, 375.
 Brace up, 482, 483.
 Braille alphabet, 341.
 Brandeis, L. D., 33.
 Branzwyn, Frank, war posters, 395-397.
 Bread or beer (letter: Fox), 178.
 Breckenridge, Mrs. Desha, 513.
 Brenner, V. D.
 Bas-relief of F. B. Sanborn, cover of June 16 issue.
 Natal day of the new Russia (sculpture), cover of July 21 issue.
 Breshkovsky, Mme.
 Address, 536.
 Word from, 20.
 Bressler, David M., 48.
 Breweries vs. bakeries, 65.
 Brewers Association, 62, 65.
 Fox, H. L. (letter), 178.
 Bridgeport, social forces cooperating, 374.
 Bronner, Augusta F.
 Review of McManis' The Study and Behavior of an Individual Child, 423.
 Review of Weldensall's The Mentality of the Criminal Woman, 367.
 Brooklyn, housing reform, 99.
 Brown, Elon, 225.
 Brown, Margaret H., Maine prisons, 150.
 Brown bill, 225.
 Veto, 241.
 Brundage, E. J., 126.
 Brunson, C. M., 183.
 Buffalo.
 Almy brothers, 537.
 Physicians, 374.
 Bureau of Engraving and Printing, hours of work, 357.
 Bureau of Labor Statistics. *See* U. S. Bureau of Labor Statistics.
 Burgess, J. S.
 China's social challenge, 501.
 Portrait in group [4991].
 Burke, M. C. Wages (letter), 344.
 Burns, A. T. Tax exemption (letter), 344.
 Byington, Margaret F. Within our own gates, 299.
- C
- California.
 Anti-injunction bill, 380.
 Child labor law, 28.
 Land settlement, 408.
 Oriental labor, 325.
 School term (letter), 534.
 Social Insurance, 297.
 State superintendent of playgrounds, 581.
 Women's wages, 377.
 Camp cities.
 Cleaning up, 273.
 San Diego, 281.
 Campbell, J. C., 428.
 Camps.
 Los Angeles, 22.
 Making safe for soldiers, 376.
 New Rochelle emergency hospital, cover of June 2 issue.
 Soldiers in cities, 433.
 Canada.
 City (Montreal) in war time, 1, 56.
 Grey, Earl, as a social reformer, 508.
 Insurance for soldiers, 379.
 Lahor exchanges, 493.
 Canadian city in war time. *See* Canada.
 Canadian National Service Board, 56.
 Canadian Patriotic Fund, 201.
 Cancer, 534.
 Cape Cod, war on, 547.
 Capital punishment, People's Campaign League, 47.
 Carlton, F. T. War economics (letter), 448.
 Carter, Gen. W. H., 143.
 Carver, T. N., 144.
 Castberg law, 460, 509.
 Catholic Social Year Book [347].
 Censorship.
 As enacted, 245.
 Irresponsible, 358.
 Census.
 Farm census in 5 days, 155.
 Permanent national registry, 438.
 Central councils and community planning, 216.
 Chain letter for war relief, 463.
 Chamberlain, J. P. Insurance for soldiers and sailors, 504.
 Chamberlain, Mary. Women and war work, 153.
 Chaplains, army, 147.
 Character, educating in schools, 536.
 Charities.
 Lexington, Ky., 513.
 St. Louis list, 250.
 War, control in, 456.
See also New York (State).
 Charities Bulletin, 180.
 Charity. *See* Gifts; Societies for Organizing Charity.
 Charity federation, 557, and cover of Sept. 22 issue.
 Charity Organization in Salt Lake City, 252.
 Charleston, S. C., social problem and soldiers, 433.
 Chase, Pearl, 183.
 Chautauqua, Los Angeles, speakers wanted (letter), 46.
 Chelsea Neighborhood Association, 79.
 Cartoon by Hy Mayer, 95.
 Chicago.
 Family limitation, 126.
 Farm preserve, 325.
 Judge's treatment of insane, 464.
 Public school tangle, 259.
 Sachs' name cleared, 99.
 Vice war, 249.
See also Illinois.
 Chicago School of Civics and Philanthropy, studentships, 79.
 Chicago University medical school, 281.
 Child labor.
 Alcohol manufacture by, 195.
 California, 28.
 Enforcement of the federal law, 357.
 Federal law, 484.
 Federal law held unconstitutional in North Carolina, 507.
 Flag and emblem making, 224.
 Massachusetts standards, 78.
 National committee plan, 86.
 Oklahoma farms, 576.
 Our Prussian (cartoon), 226.
 Safeguarding children in farm work, 86.
 Schooling and, 383.
 Senate and, 201.
 War and, 44.
 Child welfare.
 Iowa, 197.
 Montevideo congress, notice, 512.
 Montevideo congress officially recognized, 581.
 Children.
 Conscription and patriotism (poster), 167.
 Farmers' opinions of boy labor, 142.
 Fresh air for Berlin, 277.
 Health crusade (Ill.), 41.
 Making the war safe for, 381, 418, 451.
 Movies for (letter), 199.
 Rights, 460, 509.
 Rights (letter), 460.
 Slums and nature's dwarf trees, 116.
 War and (letter), 580.
 War and crime, 24.
 War-time service, 155.
 Children's Bureau.
 Growing staff, 494.
 Norway code for children, 509.
 Children's Court, New York, 581.
 Children's Home Society. *See* National Children's Home and Welfare Association.
- China.
 Getting rich quick, 556.
 Opium and morphin, 556.
 Opportunity for American social workers, 501.
 Public health campaign (sketch), 73.
 Shanghai Y. W. C. A., 527.
 Choate, Joseph H., life and portrait, 172.
 Chocano, J. S., 528.
 Christman, Elizabeth. Omission (letter), 279.
 Churches.
 Offers to nation for war work, 70-71.
 Social workers recruited from, 278.
 War and, 228.
 Cigarettes in Kansas law, 47.
 Cincinnati.
 Negro Civic Welfare Committee, 511.
 Social service, 374.
 Social unit plan, 355.
 Cities, soldiers encamped in, 433.
 City planning.
 California conference, 298.
 Cleveland, 512.
 Ontario, 363.
 St. Louis, 47.
 Texas, 47.
 Textbook, 537.
 Civic reformer, vindication, 26.
 Civics: studentships in Chicago School, 79.
 Civil Liberties Bureau, 346.
 Civil service.
 Merit route, 318.
 State, efficiency, 40.
 Civil Service Commission, government appointments, 202.
 Civil war, General Orders No. 100, 315.
 Civilian Relief. *See* Red Cross.
 Claghorn, Kate H. Review of Dominian's The Frontiers of Language and Nationality in

- Europe, 553.
 Clark, Annie H. (Mrs. J. P.) Deafened soldiers (letter), 510.
 Clark, B. Preston, 281.
 Clark, W. E., 581.
 Review of Thwing's *The Training of Men for the World's Future*, 360.
 Cleveland.
 City planning, 512.
 Civilian relief training, 512.
 Mental conscription (letter), 77.
 Negro prisoners, 511.
 Protest against military training in school, 24.
 Clifton Springs, N. Y., 80.
 Clinton, G. W., 428.
 Clock, testimony of, 306.
 Clogs, 298-299.
 Club girls, inter-settlement, 201.
 Coal Production Committee, miners represented, 279.
 Cockran, W. Bourke, portrait, 308.
 Cod, Cape. *See* Cape Cod.
 Coffin, Howard E., 123.
 Cohen, Barney, 564.
 College girls' social work, 363, 426.
 College Settlement, 201.
 College Settlements Association, rebaptism, 219.
 College Socialists, 578.
 Colleges and nursing, 294.
 Collier, John, 131.
 Colorado.
 Coal strike (of 1913) end, 298.
 Lawson a free man, 72.
 Unions in coal mines, 40.
 Columbia, S. C., social problem and soldiers, 433.
 Columbia University, government training courses, 201.
 Columbus, O., cooperation in social service, 374-375.
 Commercial lyceum bureaus, 80, 82.
 Commonwealth Hall, 449.
 Community Center Conference, National, officers, 183.
 Community centers: Chicago conference, 131.
 Community planning, central councils and, 216.
 Compensation.
 Soldiers, 435.
 Soldiers, all alike, 555.
See also Workmen's compensation.
 Comrades (verse), 437.
 Conference on Moh Violence, 443.
 Conferences, calendar, 101, 184, 185, 465.
 Congress.
 Prohibition bills, 274, 326.
 Public health measures delayed, 457.
 Connecticut.
 Department of health, 282.
 Hours of work (letter), 178.
 Smallpox, 124.
 War labor for children and women, 250.
 Conscientious objectors.
 Devine, E. T., on, 438.
 Individual exemption, 296.
 Letters from pacifists, 535.
 Neumann, H. (letter), 447.
 Plea for, 391.
 Quaker plans to aid war, 70.
 Quakers and, 146.
 Universal service and, 352.
 Conscription.
 Adoption by Congress, 120.
 Human experience, 404.
 Mental, Cleveland (letter), 77.
 Conservation of human life, 79.
 Conservation of minds (letter), 362.
 Constitutions: Massachusetts convention, 281-282.
 Consumers' League.
 Industrial standards, 346.
 Labor laws in war, 37.
 Contract labor and farmers, 295.
 Contributions. *See* Gifts.
 Coiffe labor, 325.
 Co-operation.
 Central States Society, 511.
 England, 230.
 Cost of living.
 "Alice in Wonderland" (cartoon), 275.
 Australia, 544.
 Dallas, Texas, 248.
 Protocol and, 249.
 Costello, Dr. C. E., 224, 225.
 Council of National Defense, 31.
 Labor standards in wartime, 37.
 Medical branch, plans, 87.
 Plans; eight labor committees, 94.
 Councils. *See* Central councils.
 Counsel for defendants, 79.
 Country. *See* Rural life.
 Courts and Negroes, 509.
 Craze, Geo. H., 48.
 Crime, juvenile, and war, 24.
 Cripples.
 Boys instructing soldier, England, cover of June 30 issue.
 Iowa curing, 312.
 Preparation for war cripples, 291.
 War, 566.
 War: New York city institution, 297.
See also Wounded soldiers.
 Crow, haggling (cartoon), 524.
 Currick, Rabbi M. C., 47.
 Curtis, Wm. G. Insurance facts (letter), 179.
 Dagenhart, R. H., 485, 507.
 Dairy, typhoid traced to, 356.
 Dallas, Texas.
 City-planning textbook, 537.
 Cost of living, 248.
 Dallas Survey, 449.
 Danbury haters' case.
 Homes placed on sale, 262.
 Homes to be kept, 368.
 Davenport, Eugene, 39, 69.
 Davis, Otto W., 41.
 Davison, H. P., 162, 235, [348], 508.
 Dawson, Darner, 490.
 Daylight saving.
 Congress and, 125.
 Letter on the article, 176.
 Deafened soldiers, 375, 510.
 Dean, Arthur D. Tools as well as guns, 35.
 Debar, Joseph, telegram, 343.
 Defectives.
 Self help, 79.
See also Mental defectives.
 Defenders of poor criminals, 79.
 Defense.
 First line of (cartoon by Kopsco), 39.
See also Preparedness.
 Delineator, *The*, 508.
 Delinquency in war time, 451.
 Democracy, 30, 31.
 America to Russia (Root's speech), 272.
 Call to conference on, 180.
 Trench-digging and (cartoon by Kopsco), 71.
 War and, 321.
 Wilson's address, April 2, 16-17.
 Democracy and Terms of Peace, conference at New York, 246.
 Denmark, trade union, 536.
 Dentistry, cooperative, 248.
 Dependents, soldiers', 167.
 Deportations, 320.
 Derrick, Calvin. Self-government (Ione), 473, 577.
 Detroit: Negroes' greeting, 333.
 Devine, E. T.
 Letters criticizing his article "First Obligation," 535.
 Social forces in war time, 290, 314, 336, 352, 374, 400, 424, 438, 546, 556, 566.
 Social problems of the war, 253.
 Summer course, 297.
 Wartime assistance on *THE SURVEY*, 318.
 Dewey, John. Extracts from an address on education, 19.
 Dillard, J. H. Negro migration, 340.
 Disabled soldiers, Inter-Allied Conference on, 566.
 Dock labor, 320.
 Dodd, Aivin E., 48.
 Dogs in Constantinople, 471.
 Draft.
 Letter on opposing, 534.
See also Conscription.
 Drake, C. St. Clair, 564.
 Draper, Dr. George, 206.
 Dublin.
 Plans for a new, 227.
 Soldiers and Sailors' Help Society, 196 and cover of May 26 issue.
 Du Bois, W. E. B., 226.
 Dudley, E. C., 564.
 Dunes, Lake Michigan, 287.
 Dwarfs, Nature's, 116.
- E
- East Africa, wages, 536.
 East St. Louis.
 Fauset, Jessie, on (letter), 448.
 Negro riot, 331.
 Why? (letter), 447.
 Economics, war (letter), 448.
 Economy, hysterical demands for, 123.
 Edens, B. M. Negro emigration to the North (letter), 511.
 Edgerton, Alice. War relief (letter), 199.
 Edgerton, C. E. Our aim in the war (letter), 535.
 Education.
 Books on, 421.
 Character-building, 536.
 For earning or for life?, 18.
 Germans (letter), 580.
 Negroes, 267.
 War program, 425.
See also Vocational, etc.
 Efficiency and posture, 482, 483.
 Eight-hour Day in the Bureau of Engraving and Printing, 357.
 Elliot, C. W. Vice in France behind the lines, 509.
 Elliot, Thos. D. San Francisco vice crusade (letter), 77.
 Elkus, A. I. Turkey's condition, 376.
 Elliot, John L., 21.
 El Paso, 71, 273, 349.
 Saloon and prostitutes, 245.
 Embroidery: Swiss minimum wage, 201.
 Emergency Peace Federation, conference, 246.
 Emerson, Dr. Haven, 295.
 Alcohol and vice, 343.
 Employers and Employed, National Alliance, 80.
 Employers' efficiency (Fitch), 211.
 Employment.
 New York Bureau, 262.
 New York Bureau and women, 298.
 Encampment towns, soldiers and social vice in, 433.
 Engineers for France, 166.
 England.
 Cooperative movement, 230.
 Experience in output and hours during the war, 51.
 Housing munition workers, 460.
 Minimum wage for farm labor, 377.
 Registry of appeals for war charity, 375.
 Women police, 490.
See also Great Britain.
 English Union of Democratic Control, peace terms, 406.
 Enlisting workmen for France, 166.
 Espionage bill, 245.
 Everett, Wash., 160.
 Evidence, social, nature and uses (Richmond), 108.
 Exemption, 167, 394.
 Contributions, 314.
 Letter on, 534.
 Exercise, physical fanits corrected by, 482, 483.
 Exiles, Russians in America, 327.
 Eyes, defective, 224.
- F
- Factory experience in Switzerland, 299.
 Failure, reasons for, 335.
 Families, limitation of, 126.
 Family budget, 180.
 Farm census, 155.
 Farm labor league, Quaker, 70.
 Farm work.
 Boys and, 386.
 Boys' enlistment for, 195.
 Boys from city and, farmers' opinions, 142.
 Children, 86.
 Children in Oklahoma, 576.
 Contract labor for, 295.
 Maryland, 159.
 Minimum wage in England, 377.
 Negroes, 267.
 School attendance vs., 68.
 Shortage of help, 39.
 Summer vacations and, 69.
 Wages, 325.
 Women and, 262.
 Farmers.
 National Non-Partisan League, 564.
 St. Louis rally, 67.
 Farrand, Livingston, [348], 353.
 Portrait, [348].
 Fashion, faults of, 482.
 Fatherless (poster), 396.
 Fatigue, war results, 170.
 Faulkner, C. E. Letter opposing change of name of National conference, 177.
 Fauset, Jessie, 510.
 East St. Louis (letter), 448.
 Feagin, Wm. F. School buildings in Alabama, 66.
 Federal Council for Allied War Charities and the Red Cross, 340.
 Federal Council of the Churches of Christ, offers for war work, 70-71.
 Federal probation, 281.
 Federation, charity, 557 and cover of Sept. 22 issue.
 Feeblemindedness, 177, 178.
 Immigrants, 528.
 Johnson, Alex., on (letter), 580.
 Merging of New York Committee, 297.
 New York State, 130.
 Pennsylvania, 23.
 Unemployment and, on Pacific coast, 250.
 Wartime "bit," 263.
 Fellowship of Reconciliation, 198.
 Fernau, Hermann, pamphlet, 324.
 Fincke, Wm. M., 228, 298.
 Finlay, K. G., 428.
 Finley, J. H. On military training law, 36.
 Finnegan, Mrs. Annie, 91.
 Fisher, Irving. Prohibition in wartime (letter), 279.
 Fisk University, 278.
 Fitch, John A. Hours and output, 138.
 Letter in reply to Mr. Powell, 47.
 Making the boss efficient, 211.
 Peace at home, 189.
 Review of Groat's *An Introduction to the Study of Organized Labor in America*, 532.
 Review of Lauck and Sydenstricker's *Conditions of Labor in American Industries*, 441.
 San Francisco bomb cases, 305.
 Flag: family making flag emblems, 224.
 Flexner, Hortense. Gifts (verse), 165.
 Flies.
 Baby deaths and (diagram), 40.
 Food in Turkey, cover of Sept. 1 issue.
 Fresh-killed wanted, 77.
 Shanghai playlet, 527.
 Flower mission, 15.
 Folks, Homer, [348], 353.
 Portrait, [348].
 Food.
 Beer, etc., and, 65.
 Flies in Turkey, cover of Sept. 1 issue.
 Importance of supply, 67.
 Liquor prohibition to save (post card), 68.
 National mobilization, 39.

- Pfunktett, Sir Horace on American plans, 69.
 Price fluctuations, 480.
 Regulation, 291.
 St. Louis, conservation, 249-250.
 Storage and marketing, 579.
 War and, 234.
 Wisconsin plans, 249.
 W. C. T. U. on growing, 201-202.
 World and supply, 96.
 World inventory, 555.
See also Grain.
- Food bill.
 Congress and, 326.
 Prohibition and, 351.
 Sailor's risks on ships, 166.
 Status, 339.
- Food control.
 Beginning, 491.
 Bill, 142.
 Enactment of bill, 445.
 New York State, 512.
 Proposed federal, 38.
- Ford, G. B., 328.
 Ford, James, 297.
 Foreign relations, 319.
 Foreign students in America, C. D. Hurrey, on, 114.
 Forests: Chicago preserve, 325.
 Forum in Oshkosh, Wis., 180.
Forcará, 249.
 Fossdick, Raymond, 577.
 Fourth of July. *See* Independence Day.
 Fox, Hugh F.
 Bread or beer (letter), 178.
 Reply to Mrs. Tilton's Turning off the spigot, 62.
- Framlingham, Mass., 82.
- France.
 Cripples, 11.
 First men to go to, 166.
 Health of soldiers behind the lines, 577.
 Losses at home, 512.
 Reconstruction and restocking, 380.
 Red Cross Commission to, 235.
 Saving from tuberculosis, 223.
 Tuberculosis (Briggs), 112.
 Tuberculosis commission, [348], 353.
 Tuberculosis poster, cover of May 12 issue.
 University life of Grenoble, 547.
 Vice among the soldiers, 509.
 Women workers, 363.
- "Free nations," union of, 195.
 Free pamphlets, 280.
 Free speech, 144.
 French soldiers' families in America, 299.
 French-Belgian Alliance (poster), 300.
 French Jewish Legion (poster), 301.
 French language, soldiers' instruction, 346.
 Fresh air for children in Berlin, 277.
 Friedlaender, Israel, 176.
 Americanization of Jewish immigrants, 103.
 Friends. *See* Quakers.
 Frissell, H. B., portrait and note, cover of August 18 issue.
Frühlings Erwachen, 21.
 Fuchs, Emil E., 184.
 Fuel in New England, 364.
- G
- G. A. D., 318.
 Gannett, L. S.
 International Reconstruction Corps (letter), 363.
 Review of Brandes' The World at War, 360.
 Gardiner, Evelyn G., 183.
 Garibaldi, Giuseppe: Staten Island candle factory, 293.
 Garment workers, dentistry for, 248.
 Garvin, T. W., 463.
 Gary plan as campaign issue in New York city, 576.
 Gault, J. P. Review of Cady's The Way Life Begins, 423.
 General Orders No. 100 (April 24, 1863), 315.
 George, Wm. R., 155, 473.
 Georgia, labor and Negroes (letter), 511.
 German republic, 324.
 Germans, educating (letter), 580.
 Germany.
 Fresh air for children, 277.
 Juvenile crime, 24.
 Minimum peace plans, 338.
 Punishment for (letter), 462.
 Reichstag and peace, 378.
 Revolutionary sentiments, 324.
 Willson on, 16-17.
- Gibbs, Winifred S.
 Food prices, 480.
 Review of Stern and Spltz's Food for the Worker, 373.
- Gibson, C. D., 526.
 Gibson, Harvey D., [348].
- Gifts.
 Exemption from taxation, 274, 275, 314, 344, 362.
 Income tax and, 525.
- Girls, war dangers, 256, 362.
 Glasgow Charly Organization Society, 183.
 Gleason, Arthur. Industrial peace in Great Britain, 156.
- Glenn, Helen, 380.
 Glison, Geo. L., 145.
 Gloucester, Mass., thrift, 403.
 "God bless him," cover of July 14 issue.
 Goddard, H. H., 528.
 Goethe, C. M., 526.
- Java playground (letter), 580.
 Goldberger, H. H., 527.
 Gompers, Samuel, 31, 299, 428, 429, 488, 558.
 Stockholm conference, 446.
 Government clinical work, 202.
 Gowin, E. B. Review of Jones's The Administration of Industrial Enterprises, 441.
 Grady, H. F.
 Review of Stevens's Unfair Competition, 442.
 Review of Wolf's Cooperative Credit for the United States, 574.
- Grain.
 Booze cartoon, 223.
 Wasting (cartoon), 122.
- Granch, Irwin. Mother Goose rhyme (verse), 487.
- Great Britain.
 Discharged soldiers and sailors, settlement plan, 171.
 Industrial peace (Gleason), 156.
 Industrial peace, reconstructing, 168.
 Plans for peace during war time, 354.
 Printed matter, 182.
 Wartime prohibition, 282.
See also England.
- Green, Mrs. Robert, 449.
 Greenwich Presbyterian Church, New York city, 228, 298.
 Gregory, T. W., 145.
 Grenoble, 547.
 Grey, Earl, 508.
 Grey nuns, Montreal, 1.
 Griffin, Judge F. A., 309.
 Portrait, 309.
- Gunn, Seiskar M., [348], 353.
 Portrait, [348].
- H
- Haines, G. E., 428.
 Halbert, L. A., 346.
- Hall, Bolton.
 Review of Tilden's Second Wind, 533.
 Thrift (letter), 344.
- Hall, Henry M. Letter on Dr. Friedlaender's article, 176.
- Hamilton, Dr. Alice, 283.
 Review of Cabot's A Layman's Handbook of Medicine, 45.
 Review of Legge's Toxic Jaundice in Munition Workers, 533.
- Hamilton, Dr. Alice, and Gertrude Seymour. New public health, 59.
- Hamilton, Mrs. A. Reason for war (letter), 579.
- Hannah, Ian C.
 Review of hooks on China, 360.
 Review of Riddell's The Rise of Ecclesiastical Control in Quebec, 575.
 Review of three books on the Chartist Movement, 288.
- Hansen, A. A. Nature's dwarfs (trees and children of the slums), 116.
- Harding, G. L., 501.
- Harris, Louis L., 41, 295.
- Hart, H. H., 528.
 Hart, Hornell, 183.
- Hatred, children and war, 24.
 Haywood, W. D., quoted on I. W. W., 429.
 Headline, a delinquent (letter), 580.
- Health.
 Applicants for the army, 224.
 Children's crusade (cartoon), 41.
 Street-cleaners, 42.
 Trade unions and, 41.
See also Public health.
- Health insurance.
 Bowen, Albert, on (letter), 279.
See also Insurance.
- Health mission, French, to Macedonia, 281.
- Health officers' conference, 172.
- Health surveys, Metropolitan Life Insurance Co., 201.
- Healy, Wm. Review of Gluck's Studies in Forensic Psychiatry, 76.
- Heaton, James P., 297.
- Hellwig, Albert, 24.
- Henderson, C. R., 501.
- Henry, Alice, 509.
 Ideal patriot (letter), 46.
 Rights of children (letter), 460.
- Henshaw, R. G.
 Conscientious objectors (letter), 535.
- Herring, Arthur P. Farm or fight, 159.
- Hetherington, Clark, 581.
- Higgins, Henry B., 201.
- Hilgkinson, Major, 321.
- Hilderbrandt, Edith L. Posture and efficiency, 482, 483.
- Hillquit, Morris, and the Stockholm Conference, 446.
- Hodges, L. M. Swat the fly (letter), 177.
- Hodson, W. W. Minnesota children, 447.
- Hoffman, F. L., 251.
 Review of The Declining Birth-rate, 530.
- Hollis, Senator, 525.
 On I. W. W., 457, 458.
- Home Defense League, 24.
- Home service. *See* Red Cross.
- Home Service Manual, 486, 487.
- Homeless (poster), 397.
- Hooper, Edith H., 180.
- Hooker, Elizabeth Robbins. Lock and key, 14.
- Hoover, A. R. Turkey's appeal for American sanitary and medical aid, 467.
- Hoover, Herbert C., 38, 96, 142, 143, 491, 524.
 Food administrator, 445.
 Horses, care of wounded, 43.
 Horta, Victor, 463.
- Hospitals.
 American Hospital Association, 579.
 Boston City, [347].
 Children's, Randall's Island, 581.
 Hit by war, 579.
 London, orthopedic, 297.
 Nervous invalids, 14.
 New Rochelle, 210 and cover of June 2 issue.
 New York State Hospital Development Commission, 130.
 Presbyterian, 294.
 Sailors, 261.
 Tuberculosis, New York State, 294.
 War shock, 121.
 Wounded soldiers, Canada, 1.
 Zone drawing of Red Cross, 322.
- Hours of work.
 Bureau of Engraving and Printing, 357.
 Connecticut (letter), 178.
 Oregon ten-hour law sustained, 33.
 Output and, 170.
 Output and, war-time testimony, 138.
 Switzerland factory, 299.
 War time; English experience, 51.
 Wisconsin (letter), 510.
 Women in the West, 459.
- Hourwich, L. A. THE SURVEY and its dangerous news (letter), 510.
- Housefly. *See* Flies.
- Housing.
 Brooklyn, 99.
 English munition workers, 460.
 Minneapolis code, 41.
 Toronto, 225.
- Howes, Edith M. A word to social workers (letter), 77.
- Hoyt, F. C., 581.
- Hubbell, Mich, 200.
- Hull, W. H.
 Federal storage and marketing (letter), 579.
- Hull, W. I. International humanitarian commission, 454.
- Humanitarian commission, International, 454
- Humanitarianism.
 Letter, 460.
 More's (P. E.) attack on, 337.
- Hunt, Jean L. Review of Hughes' Training the Children, 575.
- Hunter, W. C. Letter by a drafted man, 534.
- Hurrey, Chas. D. Foreign students in America, 114.
- Hygiene, industrial, 295.
- Hylan, J. F., 576, 577.
- I
- Ideals, American, 31.
- Illinois.
 Birth control, 250.
 Cooperation with Woman's Division of Committee of National Defense, 201.
 Efficiency in state service, 40.
 Legislation, 342.
 Regulation of war charities, 456.
 "I'm in charge now" (cartoon), 274.
- Immigrants.
 Educating in New York city, 527.
 Feebleminded, 528.
 Jewish, Americanization of, 103.
 Russian, and their conceptions of America, 439.
- Immigration.
 Farm work, 295.
 State burdens, 246.
- Income tax.
 Exemptions, 274, 275.
 Gifts and, 525.
See also Gifts.
- Indentured labor, 198.
 Portuguese, 233.
- Independence Day.
 Russia and, 318.
 Taylor, Graham, on, 319.
- India.
 Indentured labor from, 198.
 Practical training, 299.
- Indiana.
 Health legislation, 148.
 Institutional production, 403.
 Jails, 262.
 New social legislation, 98.
 Vocational survey, 18.
- Industrial accidents. *See* Accidents.
- Industrial democracy and war, 321.
- Industrial hygiene, 295.
- Industrial poisons in munition plants, 283.
- Industrial standards and the Consumers' League, 346.
- Industrial tribunal, 458.
- I. W. W.
 Bills drafted to curb, 457.
 Bisbee, Ariz., 353.
 Everett verdict, 160.
 Haywood, W. D., on, 429.
 Southwest troubles, 428.
 Western opinion, 522.
- Industry.
 Boys' clubs in industrial plants, 250.
 Great Britain, 168.
 Great Britain (Gleason), 156.
 Hours and output, 170.
 New regime (Fitch), 211.

- Seven day week, 449.
 Infant mortality, flies and (diagram), 40.
 Infants and war, 418.
 Injunctions,
 Labor unions, 363.
 Minnesota law, 281.
 Insanity,
 Chicago judge, 464.
 Ten year program, 130.
 Insurance,
 Canadian soldiers, 379.
 Facts (Curtis and Rubinow letters), 179.
 Life insurance in America (letter), 510.
 Planned for soldiers, 341.
 Sailors, 72.
 Sailors on food ships, 166.
 Soldiers, 435.
 Soldiers and sailors, 504, 507.
 Soldiers and their families, 379.
 War, 541.
 War; equality in compensation, 555.
 See also War Insurance.
 Integration, national, 290.
 Intemperance. See Alcohol, Prohibition.
 Inter-Allied Conference, 566.
 Inter-America, 180.
 Intercollegiate Socialist Society, 578.
 International Humanitarian Commission, 454.
 International Reconstruction Corps, 363.
 Internationalism,
 Books reviewed, 73.
 English opinion on peace terms, 406.
 Invalid soldiers, compensation, 541.
 Ione Reformatory, 473, 577.
 Iowa,
 Child welfare, 197.
 Cripples, 312.
 Legislation, 150.
 Legislation, correction, 201.
 Iowa City, 312.
 Ireland,
 Appeal to America (cartoon), cover of May 26 issue.
 Help for the disabled, 196.
 Irish convention, 412.
 Italian Commission, 293.
 Italian reservists in America, 303.
- J**
- Jager, Henry, 145.
 Jails: contrast in two states (Alabama and Indiana), 262.
 James, Harlean, 537.
 Java, playground, 580.
 Jewish Social Workers. See National Association of Jewish Social Workers.
 Jewish war relief fund, 294.
 Jews,
 Americanization of immigrant, 103.
 Nationality, progress, 354.
 Johnson, Alex. Delinquent headline on feeble-mindedness (letter), 580.
 Johnson, Bertha F. Review of Hartley's Motherhood, 371.
 Johnson, C. H., 546.
 Johnson, P. B., 428.
 Jones, T. J. Negro education, 267.
 Juvenile Court. See Children's Court.
- K**
- Kahn, Dr. Morris H., 98.
 Kalikak, Martin, 177.
 Kalikak families, 23.
 Kansas,
 Cigarette law, 47.
 Legislation, 183.
 Prohibition, 63.
 Kansas City,
 Board of Public Welfare, 346.
 Pool halls, 378.
 Karekin, Y. M. Review of Blackwell's translation of Armenian Poems, 368.
 Kelley, Florence, 122.
 Federal Child Labor Law, 484.
 Kellogg, Arthur P. National Conference of Social Work, 253.
 Kellogg, Paul U.,
 Canadian city (Montreal), in war time, 1, 56.
 Long Beach Conference, 236.
 Swords and plough shares, 406.
 Kelly, Elizabeth, 536.
 Kentucky, tuberculosis in, 511.
 Kerr, Stephen, 144, 145.
 Kindergarten, 449.
 Kingsbury, John A., acquittal on charge of wiretapping, 228.
 Kingsbury, Susan M., 220.
 Kingston, Countess of, 196.
 Kirby, Sally. Advertising in The SURVEY (letter), 510.
 Klein, Philip. Review of Bacon's Prison Reform, 46.
 Krehbiel, Edward. Review of Mackenzie's International Crisis, 552.
- L**
- Labor,
 Africa, 536.
 American ideals and, 31.
 California, 325.
 Danger of strikes and coercion in the war (Fitch), 189.
 Draft law administration and, 299.
 Employers and employed, alliance, 80.
 Exchanges for Canada, 493.
 Federal war economies and, 260.
 Indentured from India, 198.
 Market demand and supply, 262.
 Mediation, federal committees on, 241.
 Pan-American Federation, 426.
 Portuguese indentured, 233.
 Rival war-time bodies, 410.
 Shipyards agreement, 488.
 Standards, Wilson and, 194.
 Standards board needed, 190.
 Standards in wartime, 37.
 Unrest in the Southwest, 428.
 Wisconsin, agricultural, 249.
 Labor and Democracy. See American Alliance for Labor and Democracy.
 Labor laws,
 Brown bill veto, 241.
 Consumers' League against modifying for war, 122.
 Efficiency and, move to break down laws, 96.
 New York state, 462.
 Opposition to suspension during war, 225.
 Standard here and in England, 194.
 Wartime, 250.
 Labor sanitation conference, 295.
 Labor statistics. See U. S. Bureau of Labor Statistics.
 Lake Linden, Mich., 200.
 Lambert, Dr. Alex., 266.
 Lamoreaux, L. A. Educate the Germans (letter), 580.
 Land in California, 408.
 Land settlement in Scotland, 252.
 Lane, Winthrop D.,
 Delinquency in wartime, 451.
 Learning for earning or for life, 18.
 Making the war safe for childhood, 381, 418.
 Reorganizing the State Board of Charities in New York, 92.
 Review of Goldman's The Public Defender, 361.
 Review of Lewis's The Offender, etc., 531.
 Review of Taibot's The Education of Women, 175.
 Standardizing war relief, 34.
 Lasker, Bruno,
 French war cripples, 11.
 Recreation of soldiers in training, 137.
 Review of Ellis's Essays in War Time, 288.
 Review of French books on France after the war, 173.
 Review of Murray's Faith, War and Policy, 573.
 Review of Naumann's Central Europe, 359.
 Review of Russell's Why Men Fight, 45.
 Reviews of several books on internationalism, 73.
 Reviews of several books on world relations, 548-549, 550, 551, 554.
 Lathrop, Julia C. Castberg law, 509.
 Lattimore, Aida, 463.
 Lauman, G. N. Cost of liquor (letter), 179.
 Lawson, J. R., 298.
 Free man again, 72.
 Lawson bill, 99.
 League for Democratic Control, 249.
 League of Nations Society, 195.
 Learning for earning or for life, 18.
 Lee, Porter R., 53, 90, 117, 140, 164, 191, 221, 285.
 Separation allowances for army and navy men, 520.
 Leeds, Eng., meeting (letter), 362.
 Legal aid: war and civil liberty, 346.
 Legal Aid Society's pamphlet for drafted and enlisted men, 495.
 Legal First Aid Bureau, 144.
 Legislation,
 Arizona, minimum wage, 149.
 Arkansas, 42.
 Illinois, 342.
 Indiana, 98.
 Indiana health measures, 148.
 Iowa, 150.
 Iowa, correction, 201.
 Kansas, 183.
 Maine, 150.
 Massachusetts, 250-251.
 Michigan, 149.
 Minnesota children, 147.
 Montana, 200.
 New Hampshire, 150.
 New Jersey prisons, 147.
 New York, 200.
 Ohio, 97.
 Ohio health, 148.
 Pennsylvania, 342.
 Tennessee, 183.
 Utah, 200.
 Vermont government, 148.
 Washington, 182.
 Wyoming, 182.
 Le Lacheur, Bessie S. Civilian war relief, 270.
 Lend a hand (cartoon), 377.
 Leonard, Leah W., 521.
 Leonard, Oscar,
 East St. Louis pogrom, 331.
 Review of Bogen's Jewish Philanthropy, 532.
 Lever, Representative, 142, 143.
 Lexington, Ky.,
 Charities and Salvation Army, 513.
 Tuberculosis, 511.
 Liberty in Russia (cartoon), 227.
 Lies, Eugene T., 94.
 Life,
 Conservation of, 79.
 Waste (letter), 344.
 Life insurance. See Insurance.
 Life's Clinic, 180.
 Lincoln, A. S. Statue for Petrograd (with Ill.), 21.
 Lindsay, S. M., 274.
 Income socially employed (letter), 362.
 Social aspects of war taxes, 365.
 Liquor. See Alcohol; Prohibition.
 Liquor Dealers Association's telegram of protest, 343.
 Literary test and Mexicans, 71.
 Little, Frank, 429, 430.
 Lloyd George, quoted on drink, 169.
 Loan Associations, annual meeting, 250.
 Loans and war, 250.
 Lock and key, 14.
 Lodge, Senator, 201, 326.
 Long Beach Conference,
 Significance, 319.
 Social approach to foreign relations, 236.
 Long, Lamoreaux & Long, 580.
 Longshoremen, 320, 509.
 Strike, New York, 578.
 Los Angeles' playground summer camp, 22.
 Loughheed, Sir J. A., 4.
 Portrait, 7.
 Lovejoy, Owen R., 21.
 Lovett, Dr. R. W., 207.
 Lowden, Governor, 40.
 Lyceum bureaus, 80, 82.
 Lynching, 443, 444.
 Lynde, G. D. B., 183.
- M**
- McAdoo, Sec'y, and soldiers' insurance, 341.
 MacArthur, Mary, 249.
 McDonald, Phyllis. California's school term (letter), 534.
 Macedonia, French "anti-malaria mission", 281.
 McGill University, 201.
 Mack, Judge, 505, 507, 520, 521, 541.
 Appointment on allowances, 323.
 Bill for soldiers' insurance compensation and allowances, 435.
 McLaughlin, J. P., 325.
 MacLean, Annie M. Review of Tobenkin's Witte Arrives, 574.
 McLean, Francis H. Central councils and community planning, 216.
 McMurtrie, Mary. Sex study in school (letter), 46.
 Macy, V. Everit, 241, 281, 488.
 Madison Square Garden, Conference for Democracy and Terms of Peace, 246.
 Magruder, J. W., 48.
 Mails, use of, 358.
 Maine,
 Prison reorganization, 150.
 Woman suffrage, 536.
 Malaria, 281.
 Manual training in New Zealand, 536.
 Marketing and storage of food, 579.
 Marriage in the Kalikak families, 23.
 Martin, Anna C. Letter to social workers, 344.
 Martin, W. A. P., 503.
 Maryland farm work, 159.
 Massachusetts,
 Board of Education and training for the injured, 145.
 Child labor in the war, 78.
 Constitutional convention, 281-282.
 Industrial accidents, training of the injured, 78.
 Legislation, 250-251.
 Old age pension survey, 44.
 Provision for soldiers' dependents, 202.
 Typhoid death-rate, 252.
 War prohibition, 201.
 Mather, S. T., 183.
 Mathes, Mrs. G. M., 278.
 Matz, Rudolph, 49.
 Mayhew, Abby, 527.
 Mayo, Dr. C. H., 266.
 Mead, Geo. H. Review of Abbott and Breckinridge's Truancy and Non-Attendance in the Chicago Schools, 369.
 Mead, Lucia A. Reviews of several books on war and peace, 553.
 Medical aid in Turkey, 467.
 Medical preparedness, coordination of societies for, 281.
 Medical Review of Reviews, 21.
 Medicine, mobilization of, 87.
 Meigs, Grace L. Children and war, 419.
 Mendel, L. B. Review of Gibbs's The Minimum Cost of Living, 531.
 Review of Tibbles' Diets or Food in Health and Disease, 575.
 Mendenhall, Dorothy K. Review of Moskowitz's A Modern Mother's Experience, 372.
 Mental defectives,
 California, 79.
 Self help, 79.
 Metropolitan Life Insurance Co.'s health surveys, 201.
 Mexicans: immigration and disease, 71.
 Mexico,
 Redivivus, 415.
 Snap shots, [414].

- Meyer, Adolph.
 Review of Bronner's Psychology of Special Abilities and Disabilities, 372.
 Review of Healy's mental Conflicts and Misconduct, 421.
- Michigan, legislative gains and losses, 149.
 Michigan, Lake: pageant, 287.
- Milan, 464.
- Milbank, Jeremiah, 297.
- Military Hospitals Commission, Canadian, 1.
- Military service. *See* Universal military service.
- Military training.
 Cleveland, protest, 24.
 Quakers and, 70.
 School (letter), 77.
 School; resolution against, etc., 47.
 Vocational education and, 35.
- Milk and typhoid, 356.
- Mill, Mine and Smelter Workers' Union, 429.
- Miller, James A., [348], 353.
 Portrait, [348].
- Mills, H. A.
 Review of Stourm's The Budget, 574.
 Review of Willoughby and Lindsay's The Financial Administration of Great Britain, 442.
- Mills, W. P., portrait in group, [499].
- Mills-Coffey bill: letter from H. R. Scager, 46.
- Mine, the (cartoon), 166.
- Mine-rescue cars, 298.
- Miners.
 Colorado, 40.
 Wages raised, 100.
- Minimum wage.
 Arizona, 149.
 English farm labor, 317.
 Oregon law and Supreme Court, 33.
 Swiss, embroidery, 201.
 Women in Arkansas and California, 377.
- Minister of Social Welfare, 276.
- Ministers and war, 228.
- Minneapolis.
 Housing law, 41.
 Labor and Democracy meetings, 558.
 Parks and saloons, 374.
- Minnesota.
 Anti-injunction law, 281.
 Children's legislation, 147.
- Minnesota, University of: resolutions of students, 324.
- Mitchel, J. P., 576, 581.
- Mitchell, Mrs. R. D., 200.
- Mob Violence Conference, 443.
- Montana legislation, 200.
- Montevideo, 512, 531.
- Montreal.
 Recruiting, etc., 56.
 Wounded men, 1.
- Mooney, T. J., 124, 355.
 Appeal, 556.
 Case, 305.
 Portrait, 308.
- Mooney, Mrs. T. J., 305, 355, 356.
 Freed, 460.
 Portrait, 309.
- More, Paul Elmer, on Jane Addams, 337.
- Mormons and Charities, 252.
- Morquio, Luis, 512.
- Moscow, social activities, 129.
- Mothercraft Manual (letter), 177.
- Mothers, unmarried, 256.
- Motion pictures.
 Children's (letter), 199.
 Religious, 79.
 Soldiers' tastes, 513.
 Tendencies, 80.
- Mt. Ivy, 219, 220.
- Municipal camp at Los Angeles, 22.
- Municipal research, Toronto, 557 and cover of Sept. 22 issue.
- Munition plants and poisons, 283.
- Murphy, J. Prentice, 256.
- N
- National Alliance of Employers and Employed, 80.
- National Association of Jewish Social Workers, 265.
- National Associations for study and research, opportunity in war time, 546.
- National Children's Home and Welfare Association, 266.
- National Conference of Charities and Correction (letters), 177.
 Proceedings at Pittsburgh (A. P. Kellogg), 253.
 Program for Pittsburgh, 234.
See also National Conference of Social Work.
- National Conference of Social Work.
 Looking forward (Woods), 269.
 Name, 253, 257.
 Organization, 257.
 Resolutions on prohibition and war service, 276.
 Sign of growth, 318.
- National Conference on Foreign Relations of the United States. *See* Long Beach Conference.
- National Federation of Settlements, meeting and war resolutions, 265.
- National League for Women's Service, 292.
- National Non-Partisan League, 564.
- National Park service, 183.
- National Probation Association, ninth annual conference, 264.
- National Safety Council, 297.
 Annual congress, 566.
- National Social Workers' Exchange, 449.
- National Wholesale Liquor Dealers' Association's telegram of protest, 343.
- National Women's Trade Union League, sixth convention, 249, 277.
- Nationalism. *See* Internationalism.
- Nations, small. *See* Small nations.
- Navy yard survey, 297.
- Nearing, Guy. To Simon N. Patten (verse), 55.
- Nearing, Scott, 180.
 Toledo, 72.
- Negroes.
 Cleveland, 511.
 Courts and, 509.
 Detroit greeting, 333.
 East St. Louis riot, 331.
 East St. Louis—Why? (letter), 447.
 Education, government report, 267.
 Emigration to the North (letter), 511.
 Helping Negroes to help themselves, 278.
 Law and order for, 443.
 Lure of the North, 27.
 Migration (letter), 344.
 Migration as the South sees it, 428.
 Migration from the South in 1916-17 (diagram), 226.
 More testimony on migration, 340.
 Negro on East St. Louis (letter), 448.
 New York procession, 405.
 Philadelphia, 27.
 Reasons why they go North, 226.
 Neighborhood House in Harlem, 529.
 Nervous invalids, 14.
 Nesbitt, Florence, 180.
 Neumann, Henry.
 Review of Sims's Ultimate Democracy and Its Making, 441.
 War heretics (letter), 447.
- New Hampshire.
 Centralized control, 150.
 Forestry, 364.
- New Jersey.
 Conference of Charities, officers, 183.
 Prison progress, 147.
- New Mexico, labor unrest, 428.
- New Republic, The, 512.
- New Rochelle emergency hospital, 210 and cover of June 2 issue.
- New York (city).
 Americanizing it, 527.
 Board of Education, 48-49.
 Children's Court, first report, 581.
 Citizen police, 24.
 Gary plan as campaign issue, 576.
 Industrial hygiene, 41, 295.
 Mayor's Committee on National Defense, 247.
 Patent medicine vendors, 495.
 Pollomyelitis history, 278.
 Street-cleaners' diseases, 42.
 Women's Committee and war work, 202.
- New York (state).
 Board of Charities reorganization, 92.
 Carpenters' unions, 363.
 Food control bill, 512.
 Legislation, 200.
 Tuberculosis hospitals, 294.
 Woman suffrage, 511.
- New York Charity Organization Society and college girls, 426.
- New York State Board of Charities.
 Appointments, 536.
 Work and accomplishment, 546.
- New Zealand manual training, 536.
- Newark, N. J., food conservation; children's agencies, 375.
- Newgate letter, 178.
- Newsboys, 28.
 Recruiting, 375.
- Newspapers and Post Office case, 358.
- Newton, Elsie E. Ant and grasshopper (I. W. W.), 522.
- Nolan, Edward D., 305.
 Portrait, 308.
- Non-Partisan League, 564.
- North Carolina and the Child Labor Law, 485, 507.
- North Dakota, Non-Partisan League, 564.
- North Dakota Public Health Service, 462.
- North Truro, 547.
- Norton, W. J., 251.
- Norway.
 Children's code, 460, 509.
 Socialists, 79-80.
- Notz, Wm. High cost of living in Australia, how reduced, 544.
- Nursing.
 College recruits, 294.
 Courses in academic institutions, 346.
 Home defense plans, 247.
 National organizations, 459.
 Nurses wanted at home, 224.
- O
- Oakland, Cal.: Industrial amity plans, 282.
- Objectors. *See* Conscientious objectors.
- Occupational diseases, trade unions organizing against, 41.
- Occupational therapy, 363.
 Society formed, 80.
- Ogburn, Wm. F., 197.
- Ohio.
 Health administration, 148.
 Public welfare action, 97.
- Ohso, J. G., 43.
- Oklahoma children in farm work, 576.
- Old age, war results, 170.
- Old age pensions in Massachusetts, 45.
- Ontario city planning act, 363.
- Oregon.
 College and voters, 197.
 Minimum wage for women and ten-hour law for men sustained, 33.
- Organized Charity. *See* Charities; Charity Organization; Societies for Organizing Charity.
- Orphans' homes, 528.
- Orr, Dr. H. D., 224.
- O'Ryan, Gen. J. F. Alcohol letter to his men, 459.
- Osborne, T. M., navy prison at Portsmouth, 444.
- Oshkosh, Wis., 180.
- Oxman, F. C., 124, 308, 556.
 Portrait, 309.
- Oxman letters, 310.
- P
- Page, Edwin L. New Hampshire legislation, 150.
- Pageants.
 Dunes Under Four Flags, 287.
 Neighborhood House in Harlem, 529.
- Pallsades, summer camp in Interstate Park, 247.
- Palmer, G. T., 564.
- Pamphlets, free, 280.
- Pan-American Federation of Labor, 426.
- Panin, Countess Sophie, 276.
- Panken, Mrs. Jacob, 564.
- Paris.
 Social progress and war conditions, 464.
See also France.
- Patent Medicines, 495.
- Patriotic Fund poster, cover of April 7 issue.
- Patriotism.
 Allens, 529.
 Ident patriot (letter), 46.
 Poster of colored orphanage, 167.
- Patrols Day. Parade in New York, 97.
- Patten, S. N.
 Retirement reconsideration, 172.
 Sonnet to (G. Nearing), 55.
- Peace.
 At home (Fitch), 189.
 English internationalists on terms, 406.
 English plans for reconstruction, 354.
 German minimum plans, 338.
 Lasting, 132.
 Reichstag and, 378.
 Union of free nations, 195.
- Peaceable assembly, 144.
- Pearn, V. A. Children and war (letter), 580.
- Peking.
 Lecture halls, 503.
 Social service club, group, [499].
 Temple of Heaven, cover of Sept. 8 issue.
- Pennsylvania.
 Birth control, 462.
 Feeble-mindedness, 23.
 Legislative inaction, 342.
 Tuberculosis, 23.
 War labor of women and children, 250.
 Widows' pensions, 464.
- Pensions.
 Insurance rather, 456.
See also Old age pensions; Widows' pensions.
- People's Campaign League, 47.
- People's Council of America, notice of assembly, 410.
- Peoria (Ill.) War Relief Association, 463.
- "Perkins' Children", 312.
- Permanent Blind Relief War Fund poster, cover of July 7 issue.
- Persons, W. F., 235, 486.
 Portrait, 235.
- Petavel, J. W., 299.
- Peter, W. W., 73.
- Peterson, C. W., 57.
 Portrait, 56.
- Petrograd.
 Lincoln statue for, 21.
See also Russia.
- Pettit, Walter. Review of Wright's The Russians, 359.
- Peysler, Nathan, 581.
- Philadelphia.
 Babies Welfare census, 374.
 Monday Conference, women's, [347].
 Negroes, 27.
 Social resources pooled, 197.
 Travelers' Aid Society, 537.
 Weeds, 299.
- Phinney, S. H.
 Birth control (letter), 200.
 Challenge, A (letter), 460.
 Mental conscription (letter), 77.
- Physical defects, 224.
- Physicians.
 Number killed in war, 380.
 Plans for mobilization, 87.
 Proportion in England and France, 281.
 Provisions for those gone to the war, 465.
 War service, 406.
 Physique, 482, 483.
- Pinchot, Amos, 21.

- Pinkham, H. W. Conscientious objectors (letter), 535.
- Pioneers of America, 180.
- Pittsburgh, Equal Franchise Federation, 463.
- Plattsburg, clean-up of saloons, 465.
- Playgrounds.
- Exporting the American, 526.
- Java (letter), 580.
- Los Angeles camp, 22.
- Prizes for home, 346.
- Plunkett, Sir Horace, 412.
- On American food plants, 69.
- Poems and poetry. *See* Verse.
- Polak, J. O. Review of Sylvan's Natural Painless Child-Birth, 575.
- Poland, flight out of (poster) cover of Aug. 4 issue.
- Police.
- New York's citizen, 24.
- Women in England, 490.
- Women in United States and Canada, 298.
- Pollomyelitis.
- History in 1916, 278.
- Slogan, 426.
- Winter's work and study, 205.
- Political and Social Science, American Academy of, twenty-first meeting, 132.
- Political Science, Academy of, 201.
- Poor relief, George Washington's letter in 1775, 319.
- Pope, President Wilson's reply to (text), 506.
- Popular Government, 464.
- Population registration, 438.
- Porter, H. F. J., 180, 182.
- Review of Hutson's Fire Prevention and Protection, 574.
- Portland convention of workers for the blind, 341.
- Portuguese on Cape Cod, 547.
- Portuguese Southwest Africa, 233.
- Post Office Department, banning periodicals, 358.
- Posters.
- Anti-alcohol, 68.
- Belgian Red Cross, 121.
- Flight out of Poland, cover of August 4 issue.
- France, social needs, 169.
- France, tuberculosis campaign, cover of May 12 issue.
- French-Belgian Alliance, 300.
- French Jewish Legion, 301.
- Howard Orphanage, 167.
- Permanent Blind Relief War Fund, cover of July 7 issue.
- Red Cross, cover of June 23 issue.
- Rooster, 168.
- War loan and relief, 395.
- Posture.
- Hilderbrant, Edith L., on, 482, 483.
- Pound, Roscoe, 485, 507.
- Poverty.
- Almy, F., on, 258.
- War and the end of, 234.
- Powell, T. R. Letter on Adamson law, 46.
- Preparedness.
- International organization (letter), 78.
- Prohibition and, 38.
- Presbyterian Hospital School of Nursing, 294.
- Press. *See* Newspapers.
- Preston, Eleanor. Gulliver wakes (verse), 193.
- Preston School of Industry. *See* Ione Reformatory.
- Price, the (verse), [364].
- Price-fixing for food, 491.
- Prisons.
- Fellowships for students, 281.
- Maine reorganization, 150.
- New Jersey progress, 147.
- See also* Reformatories.
- Probation.
- Federal, 281.
- National Association, ninth annual conference, 264.
- Proctor, H. H., 428.
- Prohibition.
- American Medical Association and, 266.
- Bills before Congress, 274.
- Congress and, 326.
- Food bill and, 351.
- Food saving by, 68.
- National, 336.
- National, urging, 95.
- Preparedness and, 38.
- "Spotted," fight on, 223.
- Tammany and, 95.
- War; Boston and Massachusetts, 250.
- War, committee on, 121.
- War, economics of, 143.
- War, Massachusetts and, 201.
- War; Senate fight, 292.
- Wartime (letter), 279.
- Wartime in Great Britain, 282.
- See also* Alcohol.
- Property rights and public health, 495.
- Proportional representation.
- British House of Commons, 364.
- Growth, 263.
- Prostitutes, treatment of, 449.
- Prostitution.
- Army and, 145.
- Chicago, war on, 249.
- El Paso, 245.
- French soldiers, 509.
- Soldiers and, 433.
- Texas cities, 349.
- Protocol and cost of living, 249.
- Prussianism: Our Prussian (cartoon), 226.
- Pryse, G. S., 121.
- Belgian poster, 398.
- Psychopathic clinic, Albany, N. Y., 536.
- Public health.
- Connecticut, 282.
- Delayed measures, 457.
- Hamilton, Dr. Alice, and G. Seymour on, 59.
- Indiana 148.
- Nationalizing, 172.
- Ohio, 148.
- "Property rights in," 495.
- Public Health Service, 172, 324.
- Publicity (Pittsburgh), 463.
- Punishment for Germany (letter), 462.
- Putnam, Mrs. W. L., 512.
- Q
- Quakers.
- Plans for patriotism, 70.
- Social service in war, 146.
- War relief, English, 328.
- Quarantine, federal, 72.
- Queen, Stuart A., 183, 536.
- Quinine, 281.
- R
- Radin, Herman T., 300.
- Art of war posters, 395.
- Raemackers, Louis. Refugees (cartoon), 399.
- Rainforth, Dr. S. L., 42.
- Raisin, Abraham. Close quarters (verse), 521.
- Rand School of Social Science, 449.
- Randall's Island, 581.
- Rankin, Jeannette.
- Bill for soldiers' families, 380.
- Women's hours in Bureau of Engraving and Printing, 357.
- Ransdell, Senator, 324.
- Ratshesky, A. C., 281.
- Read, Mary L. Letter on *Mothercraft Monthly*, 177.
- Reading matter for soldiers, 496.
- Reconciliation, Fellowship of, 198.
- Reconstruction, International Corps, 363.
- Recreation for soldiers in training, 137.
- Recruiting in Canada, 56.
- Red Cross.
- Base hospitals, 201.
- Campaign for funds, 196.
- Cartoons, 322.
- Civilian relief course, 261.
- Civilian relief organization; director of family relief, 94.
- Civilian relief plan, 162.
- Civilian war relief, 53, 90.
- Cleveland, 512.
- Commission to France, 235.
- Commission to Russia, 327.
- Cooperation with federal council in war relief, 340.
- Expenditures report, 580.
- Hints to volunteers, 261.
- Home service by, 486.
- Lend a hand (cartoon), 377.
- Monopoly of work for France and Belgium, 512.
- Nation's mandate, 314.
- New business executives, [348].
- Opening the hundred million campaign, 261.
- Patriotic Fund, 297.
- Patriotic Fund, givers, 340.
- Patriotic Fund and local chapters, 336.
- Plans for standardizing war relief, 34.
- Polley, 424.
- Poster "What are you doing to help?," cover of June 23 issue.
- Rumania relief commission, 377.
- Soldiers' families, instructions, 20.
- Training in home service, 525.
- Red Cross Bulletin*, 180.
- Red Cross Bureau of Information of Casualties, 282.
- Red Cross Magazine*, cartoon for, 526.
- Red Cross War Council, 162, 297.
- Red Star Animal Relief, 43.
- Reed College, 197.
- Reeves, W. H., 132.
- Reformatories: Ione, Cal., 473, 577.
- Refugees (cartoon), 399.
- "Regal, John", 309.
- Registration, 363.
- Registry, permanent national, 438.
- Relief.
- Wages, and, 251.
- Washington's (G.) letter in 1775, 319.
- Relief unit, costs, 463.
- Renfrew, Ont., 201.
- Research studentships, 79.
- Retail Research Association, 48.
- Revolution in Germany, 324.
- Richards, Laura E. Newgate letter (letter), 178.
- Richmond, Mary E. Social evidence, 108.
- Richmond School of Social Economy 512.
- Rigall, F. E., 124, 310.
- Portrait, 309.
- Roberts, Richard. Review of Beer's *The English-Speaking Peoples*, 549.
- Robins, Harry D. In *Little Syria of Manhattan* (verse), 373.
- Robins, Raymond, 536.
- Robins, Mrs. Raymond, 277.
- Robinson, W. J., 512.
- Rochester, course of study in relief, 374.
- Rockefeller Foundation, 463.
- Commission for Prevention of Tuberculosis in France, [348], 353.
- Report on Turkey by A. R. Hoover, 467.
- Rogers, Allen, 143.
- Roloff B. C. Profit in appeals (letter), 280.
- Rome State Custodial Asylum, 263.
- Rooster poster, 168.
- Root, Elihu. Petrograd speech on June 16, 272.
- Rose, Marie L., 508.
- Rosebank, Staten Island, 293.
- Rosenzweig, C. L. Negro migration (letter), 344.
- Ross, Betsy, in modern times, 224.
- Ross, Edw. A., 251.
- Routzahn, E. G. Suggestions wanted for woman's club work (letter), 279.
- Rowland, S. D., 281.
- Ruhnow, I. M.
- Compensation for invalids of the war, 541.
- Insurance facts (letter in reply to W. G. Curtis), 179.
- Review of Woodbury's Social Insurance, 533.
- Rumania, American aid for, 377.
- Rumbold, Charlotte, 48.
- Rural life, conferences, 78-79.
- Rural sanitation in Texas, 363.
- Russia.
- Alien enemies and refugees, 168.
- American influences, queer, 439.
- Friday evening in a Ghetto (ill.), cover of May 5 issue.
- Light of liberty (cartoon), 227.
- Lincoln statue for (with ill.), 21.
- Natal day (sculpture by Brenner), cover of July 21 issue.
- Red Cross commission to, 327.
- Revolution and our Fourth of July, 318.
- Root's speech in Petrograd on June 16, 272.
- Shackles broken (cartoon), 41.
- Suffrage, 43.
- Russian exiles held in America, 327.
- Russian war commission, tumultuous welcome, 338.
- Russians.
- Immigrants returning to Russia and their reports of America, 510.
- In America, 439.
- Ryan, Edw. W., 82.
- Ryan, John D., [348].
- S
- Sabinsky Dune, 287.
- Sachs, Dr. Theodore B., name cleared, 99.
- Safety.
- Zones of, 349.
- See also* National Safety Council.
- Sagamore Sociological Conference, 410.
- Sailors.
- Hospital care, 261.
- Insurance for, 166, 504, 507.
- Insurance for American, 72.
- Need, 443.
- Separation allowances, 520.
- Wages, 443.
- See also* Soldiers.
- St. Louis.
- Allen survey, 248.
- Charities, list, 250.
- Farmers' rally, 67.
- Food conservation, 249-250.
- Self-survey, 217.
- Social Service Council, 427.
- Solicitation for funds, 281.
- Suggestions asked on zoning and height regulations, 47.
- Typhoid, 356.
- See also* East St. Louis.
- St. Paul, Non-Partisan League convention, 564.
- Salomon, Wm., 297.
- Salt Lake City, Charity Organization Society, 252.
- Salvation Army, Lexington, Ky., 513.
- Sampson, O. F. Enemy in camp (letter), 362.
- San Antonio, 273, 349, 449.
- Sanatoriums for nervous invalids, 14.
- Sanborn, Frank B., has-relief by V. D. Brenner, cover of June 16 issue.
- San Diego, camp recommendations, 281.
- San Francisco.
- Army families, plan, 95.
- Bomb cases, 305.
- Church vice crusade (letter), 77.
- Exposition administration (letter), 199.
- Mooney case, 124.
- See also* Mooney, T. J.
- Sanitary reserve, civilian, 324.
- Sanitation, Turkey's need, 467.
- "Save the seventh baby" campaign, 508.
- Saving and thrift, 400.
- Sawmills, 364.
- Schneider, Franz, Jr., 82, 508.
- Schools.
- Alabama buildings, 66.
- Boston system, tangle, 44.
- Character education, 536.
- Chicago tangle, 259.
- Child labor and, 383.
- Discarding books for farming, 68.
- Federal aid, 229.
- Italian in war zone, [450].

- Italian schoolhouse shattered by artillery fire, cover of August 25 issue.
Shut-up, 385.
- Schweinitz, Karl de. Civilian war relief, 53, 90, 117, 140, 164, 191, 221, 239, 270, 285.
- Scotland, land settlement, 252.
- Scudder, Vida D. Old friend with a new name (Mt. Ivy), 219.
- Sea life, 443.
- Seager, H. R. Letter on Mills-Coffey hill, 46.
- Seamen. *See* Sailors.
- Searchlight on Congress, 143.
- Sears, Amelia, 180.
- Selekman, B. M. Review of Webb's The Restoration of Trade Union Conditions, 440.
- Self-government, 473, 577.
- Separation allowances for army and navy men, 520.
- Settlements.
College, 219.
War and, 29-30.
War program a (Stmkhovitch), 111.
See also National Federation of Settlements.
Seven-day week, 449.
- Sex.
German play, 21.
School study (letter), 46.
- Sex hygiene, 336.
- Sexton, F. H., 6.
Portrait, 7.
- Seymour, E. G. Punishment for Germany (letter), 462.
- Seymour, Gertrude.
Industrial poisons in munition plants, 283.
Medicine mobilized, 87.
Pollomyelitis: a winter's work and study, 205.
See also Hamilton, Dr. Alice.
- Shamrock Fund, 196.
- Shanghai Y. W. C. A., 527.
- Shipping.
Board of adjustment, 488.
- Ships and seafaring, 443.
- Shipyards.
Longshoremen, 320, 578.
San Francisco strike, 578.
Trade agreement, 488.
- Shoe factory hours and production, 138.
See also Alexander-Simmons hill.
- Shoes, wooden, 298-299.
- Siberian exiles (cartoon by B. Robinson), 96.
- Slmkhovitch, Mary K.
Settlement war program, 111.
Settlements and the war, 29-30.
- Simmons hill, 166.
- Singer, H. D., 563.
- Sitting posture, 482.
- Sleeping posture, 482.
- Slingerland, W. H., 183.
- Small nations, league formed, 120.
- Smallpox, from a single case, 124.
- Smith, Barry C., 297.
Danger in war relief, 215.
- Smith, C. F., 6.
Portrait, 7.
- Smith, Winford H., 579.
- Smith, Zilpha D., 183.
- Smith-Hughes act, 229.
- Snapshot, alibi proved by, 307, 308.
- Snedden, David, 536.
- Social agencies.
Co-ordination: information desired, 374.
Patriotic service for, 336.
- Social evidence. *See* Evidence.
- Social forces in war time (Devine), 290, 314, 336, 352, 374, 400, 424, 438, 546, 456, 566.
- Social hygiene in wartime, 332.
- Social insurance.
American medicine and, 266.
California, 297.
- Social organization, war needs, 316.
- Social service.
Community resources in war time, 298.
Quakers in war time, 146.
War service and (resolution of National Conference), 276.
Wartime, 146.
Wartime needs in France (poster), 169.
- Social unit plan, 355.
- Social welfare.
New York City College courses, 581.
Winnipeg, 378.
Woman minister (Countess Panin), 276.
- Social work.
College girls, 363.
Sign of growth, 318.
Undergraduates introduced to, 426.
War and (letter), 375.
War and organized, 170.
See also National Conference of Social Work.
- Social workers.
China an opening for American, 501.
Class consciousness (letter), 199.
Evidence, 108.
National exchange opened, 449.
Radical ideas, 265.
Recruiting from the church, 278.
Waste of human life (letter), 344.
Word to (letter), 77.
- Socialist press, 358.
- Socialists.
College, and the war, 578.
Norway, 79-80.
Petrograd and San Francisco, 124.
Stockholm Conference, 338, 446.
- Societies for Organizing Charity, 264.
- Sociological conferences.
Sagamore, 410.
Southern, 427, 428.
- Soldiers.
Allowances, compensation, etc., 323.
Bill for insurance, dependents, etc., 435.
Books and magazines for, 496.
British, discharged, settlement plan, 171.
Camps; Baker's circular, 273.
Camps, moral safety in, 376.
Compensation alike for all, 555.
Deafened (letter), 510.
Dependents and allowances, 167.
Disabled, care, 566.
Families, care of, 20.
French language, 346.
Insurance, 504, 507.
Insurance in Canada, 379.
Insurance planned for, 341.
Invalid, compensation, 541.
Legal Aid Society and, 495.
Motion picture tastes, 513.
Pay, California Council of Defense, 120.
Recreation in training, plans, 137.
Separation allowances, 520.
Social hygiene abroad, 577.
Social problem in camp cities, 433.
State action for their families, 570.
Texas cantonment cities and, 349.
War insurance, 379.
See also Cripples; Wounded soldiers.
- Southern Sociological Conference, sixth annual meeting, 427, 428.
- Southern Summer School of Social Science, 463.
Southwest, labor unrest, 428.
- Spain, strikes in, 489.
- Spanish-America, 180.
- Spanish-American poet and his verses, 528.
- Spartanburg, S. C., social problem and soldiers, 433.
- Speer, R. E., 512.
- Spencer, Anna G. The price (verse), [364].
Spigot. *See* Turning off the spigot.
- Springer, D. W., 251.
- State action for soldiers' families, 570.
- Statistics, national service, 251.
- Stelzie, Chas., 79, 449.
- Stephenson, Gilbert, 428, 509.
- Stewart, Ethelbert. Free pamphlets (letter), 280.
- Stockholm, women in office, 346.
Socialist conference, 338, 446.
- Storage and marketing of food, 579.
- Strang, J. T., 183.
- Street, Elwood. When the soldiers come to town, 433.
- Street railways. Washington, D. C., 296.
- Street trades, 28, 29.
- Street-cleaning, morbidity percentage, 42.
- Strikes.
Danger (Fitch), 189.
Longshoremen, 509.
Shipping trades, 578.
Spain, 489.
Wilson's (Labor Sec'dy) plan to prevent, 244.
- Strong, Anna L. Verdict at Everett, 160.
- Strong, Chas. H., 92.
- Strong, Dr. R. P., 89.
- Students.
Resolution at University of Minnesota, 324.
See also Foreign students.
- Success, rules for, 335.
- Supreme Court, Oregon laws sustained (?), 33.
- SURVEY, THE.
As advertising medium (letter), 510.
Commendation, 512.
Dangerous news and reports (letter), 510.
- Surveys.
Navy yards, arsenals, etc., 297.
St. Louis aliens, 248.
- Suspended sentences, 281.
- Swanson, Martin, 355.
- Sweatshops, army uniforms in, 519, cover of Sept. 15 issue.
- Swedish women in Stockholm elections, 346.
- Switzerland factory experience, 299.
- Swords and ploughshares, 406.
- Syracuse social agencies, 47.

T

- Tag day, 281.
- Talbert, E. L., 512.
- Talbot, Miss, 526.
- Tammany and prohibition, 95.
- Taxation.
Exemption of gifts, 274, 314, 344, 362, 525.
Social aspects of war taxes, 365.
War finance, 21.
- Taylor, Eleanor. Farmer and factory-hand, 564.
- Taylor, Graham.
Appointments under Illinois' new civil code, 563.
Draft, the, 404.
Review of Brown's Is Christianity Practicable? 574.
Review of Scudder's The Church and the Hour, 370.
Review of three books on Sociology, 573.
Review of Williams's The Christian Ministry, 531.
Review of Yeomans's City Residential Land Development, 289.
- Taylor, G. R., 536.
- Taylor, Minnie V., 251.
- Teachers College, emergency courses, 201.
- Teeth, defective, 225.
- Telkes, Magda. Letter on Martin's Kallikak's family, 177.
- Tenements. *See* Housing.
- Tennessee legislation, 183.
- Tenney, Charles, 503.
- Terry, C. E., 508.
- Texas.
Cantonment cities made safe, 349.
Civilian relief work, 183.
Rural sanitation, 363.
- Texas Town and City Planning Association, 47.
- Thinking.
War a time for (letter), 362.
War and, 171.
- Thomas, Jas. H., 194.
- Thomas, Norman M., 578.
War's heretics, 391.
- Thompson, C. B., Conservation of minds (letter), 362.
- Thorne, Chas H., 40, 563.
- Thrift.
American life insurance (letter), 510.
Gloucester, 403.
Hall, Bolton, on (letter), 344.
Saving and, 400.
- Thwing, E. W., 503.
- Tilton, Elizabeth, 178.
Breweries vs. bakeries—rejoinder to Mr. Fox, 65.
Dry look ahead, 524.
Letter in reply to H. F. Fox, 179.
Letter in reply to G. N. Lauman, 179.
Manifesto to social workers on war prohibition, 292.
Prohibition for preparedness, 38.
Rooster poster, 168.
Spotted prohibition, 223.
Wets—and the West, 351.
- Tippy, W. M., 70, 71, 427.
- Todd, A. J., Review of Parsons' Social Rule, 369.
- Todd, Constance L. Letter on new name for National Conference, 177.
- Toledo University, 180.
Nearing and, 72.
- Tool making, hours and output, 170.
- Toronto Bureau of Municipal Research, 557 and cover of September 22 issue.
- Toronto Housing Company, 225.
- Town improvement (letter), 200.
- Town planning. *See* City planning.
- Townley, A. C., 564.
- Trade unions.
Government contracts during the war, 299.
Hygiene, 295.
Injunctions against, 363.
International conference, 380.
Organizing against occupational diseases, 41.
Shipyards agreement, 488.
See also National Women's Trade Union League.
- Trade training for the injured in Massachusetts, 145.
- Trades and trade schools for wounded and crippled.
Canada, 1.
France, 11.
- Travelers' aid, 463.
- Travelers' Aid Conference, 172.
- Travelers' Aid Society, 537.
- Trench fighting, old age from, 170.
- Tuberculosis.
Argentina, 463.
Canada, war time, 5.
Commission for Prevention in France, [348], 353.
Fayette county, Ky., 511.
France (Biggs), 112.
France campaign poster, cover of May 12 issue.
National Association, plans, 89.
New York state hospitals, 294.
Officers of National Association, 201.
Prevention, 337.
Prisoners' exchange, 380.
Saving France, 223.
War conditions, 123.
War control, 198.
Wisconsin, 464.
Wisconsin soldiers, 536.
- Turkey.
Dirt and disease and appeal to America, 467.
Staving off starvation, 376.
"Turning off the spigot." Reply to Mrs. Tilton (Fox), 62.
See also Tilton, E.
- Typhoid.
Cities' rank in, 196.
Dairy and, 356.
Death-rate in Massachusetts, 252.
Employs in Wisconsin, 363.
- Typhus and Mexican immigration, 71.
- Typical town, 200.
- Typographical Union No. 6, 41.
- Tyson, F. D., 380.

U

- Ulrik, F. F., 280.
- Unemployment and feeble-mindedness on Pacific coast, 250.
- Uniforms in sweatshops, 519, cover September 15 issue.
- United Committee on War Temperance Activities, 537.
- United Hospital Fund, two in one (Ill.), 37.

- United Mine Workers, 40, 428.
Coal Production Committee and, 279.
Protest, 241.
United States.
War with Germany, Wilson's address of April 2, 16-17.
See also America.
U. S. Brewers' Association, 62, 65.
U. S. Bureau of Education
Negroes, report, 267.
War program, 425.
U. S. Bureau of Labor Statistics, free pamphlets, 280.
United States Public Service Reserve, 375.
U. S. Shipping Board Emergency Fleet Corporation, 488.
Universal military service and conscientious objectors, 352.
University extension, 80, 82.
Utah legislation, 200.
- V
- Vaccination.
Free, 463.
Waterbury, Conn., 124.
Vagrancy laws, 464.
Valente, John. Newer sons of America (verse), 404.
Van Kleeck, Mary. Review of books on women in industry, 371.
Van Sickle, J. H., 44.
Venereal diseases.
Army and, 145.
Soldiers in France, 577.
Vermont, state government, 148.
Verse.
Challenge, the, 119.
Close quarters (Ralsin), 521.
Comrades (Benjamin), 437.
Elevated train, from an (Batchelor), 141.
Gifts (Flexner), 165.
Gulliver wakes (Preston), 193.
In Little Syria of Manhattan (Robins), 373.
Light, A (Abelson), 455.
Lightning (Chocano), 528.
Mother Goose rhyme (Garrich), 487.
Newer sons of America (Valente), 404.
Price, the (Spencer), [364].
To S. N. Patten (G. Nearing), 55.
Vice and alcohol, 343.
Victor-American Fuel Company, 40.
Vineland, N. J., 528.
Virginia registration laws, 363.
Vocational education.
Federal help welcomed, 229.
Military training and, 35.
Vocational survey in Indiana, 18.
Voice in the Wilderness, A, 512.
Volta Bureau, 510.
Voluntary Defenders' Committee, 79.
Volunteer Aid Association, Massachusetts, 202.
Volunteering, selective, Canada, 58.
Voters, college service for, 197.
- W
- Wages.
Miners' raised, 100.
Relief and, 251.
Remedy for (letter), 244.
Women (letter), 448.
Wald, Lillian D., 144.
Walsh, F. P., 558.
Walter, Henriette R.
Output and hours, 51.
Walters, Henrietta.
Review of Lane's Henry Ford's Own Story, 372.
Review of Reely's Selected Articles on Minimum Wage, 371.
- War.
Alms, 406.
Artistic posters, 395.
"At home," 320.
Bill for insurance, etc., and families, 435.
Canadian wounded men, 1.
Cartoons, 225, 227.
Charity regulation—Illinois, 456.
Childhood and, 44, 381, 418, 451.
Children and (letter), 580.
Children take census, 155.
Civil liberties and, 346.
College Socialists and, 578.
Common welfare and, 314.
Declaration asked by President, 16-17.
Drawings and posters for loans and relief, 395.
Economics (letter), 448.
Federal economics and labor, 260.
First obligation, 438.
Food and, 234.
Heretics, 391.
Hours of work and output; English experience, 51.
Industrial democracy and, 321.
Laws of safety and health and, 37.
Ministers and churches and, 228, 298.
National Conference and, 253.
Prostitution and, 232.
Reason for (letter), 579.
Settlements and, 29-30.
Social forces in (Devine). See Devine, E. T.
Social needs, French poster, 169.
Social organization for needs, 316.
Social work, organized, and, 170.
Thinking and, 171.
Time for thinking (letter), 362.
Tragedies in America of lonely women of the Allied nations, 299.
Winning first (letter), 375.
Women's work and, 153.
War Council and Red Cross, 424.
War cripples. See Cripples.
War Department circular as to camps, 273.
War finance. See American Committee on War Finance.
War insurance.
Bill drawn by Judge Mack, 435.
Equality in compensation, 555.
Rather than pensions, 456.
See also Alexander-Simmons bill; Soldiers.
War orphans' homes, 528.
War prohibition, 143.
See also Prohibition.
War relief.
Cbain letter, 463.
Danger in (Smith), 215.
Edgerton, Alice, on (letter), 199.
English Quakers, 328.
Government aid, 79.
Harvard summer course, 297.
Jewish fund, 294.
Keeping competition out, 340.
Red Cross plans, 34.
Resolutions of the societies for organizing charily, 264.
War relief, civilian.
Classes in various cities, 202.
Red Cross course, 261.
Red Cross plan, 162.
Task of; article based on lectures of Emma A. Winslow, 239.
Task of; article based on lectures of B. S. LeLacheur, 270.
Task of; articles based on lectures of P. R. Lee, 53, 90, 117, 140, 164, 191, 221, 285.
Training courses and programs, 146.
War Relief Clearing House for France and Her Allies, 512.
War relief solicitation, need of system, 297.
War shock, hospitals for, 121.
War taxation, social aspects, 365.
War work for women, 292.
Washington, D. C., street railways, 296.
Washington, F. B. Detroit newcomers, greeting, 333.
Washington, George. "Let no one go hungry away," 319.
Washington legislation, 182.
Waterbury, Conn., smallpox, 124.
Watson, Amey E. Review of works on evolution, 422.
Wealth, taxing, 20.
Weatherford, W. D., 428, 443.
Wedekind, Frank, 21.
Weeds as nuisances, 299.
Weidensall, Jean G. Review of Terman's Measurement of Intelligence, 423.
Well, A. Leo, vindication, 26.
Weinberg, Israel, 305.
Portrait, 308.
Weinberger, Harry, 145.
Welles, Mary C. Connecticut hours of labor (letter), 178.
Wells, Katherine Z. State action for soldiers' families, 570.
Welsh-Stater bill, 35.
West Virginia.
Social resources, 463.
Well indentments, 26.
Westchester County, N. Y.
Penitentiary fellowships, 281.
Preparedness, 201.
Western Federation of Miners, 429.
Western opinions of the I. W. W., 522.
Wheat corporation, 491.
Whiff, F. D., 563.
Whipple, Durand. Arkansas sloth (letter), 177.
Whiskey cartoon, 524.
Whitcomb, Mildred E. Iowa cripples, 312.
White, Alex. M., 24.
White, John P., 100, 241.
Whitman, C. S., Brown bill veto, 241.
Whitman, J. L., 563.
Widows' pensions in Pennsylvania, 464.
Wileman, Etta S., 494.
Williams, John M. Tool output, 170.
Wilson, President.
Address to Congress, April 2, 16-17.
Free speech, 144.
Labor standards, 194.
National Conference of Social Work's unofficial memorial, 256.
Reply to Pope's proposal (text), 506.
Wilson, Sec'y of Labor, plan to prevent strikes, 244.
Wilson, W. H. Review of Vogt's Rural Sociology, 533.
Wing, Frank E., 100.
Winnipeg, relief administration, 378.
Winslow, Emma A., civilian war relief, 239.
Winslow, Ewing. Conscientious objector (letter), 535.
Winston-Salem, N. C., local court record as to Negroes, 509.
Winton G. B.
Mexico redivivus, 415.
Review of Barron's The Mexican Problem, 551.
Wire tapping, 228.
Wisconsin.
Agricultural labor, 249.
Apprenticeship, 464.
Night law (letter), 510.
Tuberculosis, 464, 536.
Typhoid of employe, 363.
Women's night work, 459.
Wisconsin, University of, wartime social service, 249.
Witte, E. E. Wisconsin's night law (letter), 510.
Wolfe, J. H., 200.
Woman suffrage.
Malne, 536.
New York, 511.
Russia, 43.
War-time gains, 97.
W. C. T. U., 201-202.
Woman's Church Federation, 278.
Women.
Agriculture in England, 526.
Allied lonely, in America, 299.
Books by, 367.
China, 502.
Employment bureau and, 298.
Farm work and, 262.
French working women, 363.
Hours of work in Bureau of Engraving and Printing, 357.
Minimum wage law, 33.
Philadelphia Monday Conference, [347].
Police in England, 490.
Shorter hours in the West, 459.
Swedish, 346.
Wages (letter), 448.
Wages in Arkansas and California, 377.
War work, supervision, 292.
War work and, 153.
Wisconsin's night law (letter), 510.
Women's clubs, international work, suggestions wanted (letter), 279.
Women's Trade Union League. See National Women's Trade Union League.
Wood, F. C. Review of Russell's Notes on the Causation of Cancer, 534.
Woodward, Adele F. Children's movies (letter), 199.
Wooden shoes, 298-299.
Woodlock, T. F. Yucatan (letter), 536.
Woods, E. A.
Doctors killed (letter), 380.
Thrift (letter), 510.
Woods, Robt. A.
National Conference, looking forward, 269.
Portrait, 255.
Review of Simkhovitch's The City Worker's World, 367.
Woodworth, R. S. Review of books on neuroses, 361.
Worcester, Mass., relief cost, 463.
Workmen's compensation.
Enemy aliens, 281.
State laws reviewed, 259.
Workmen's Council, 411.
World organization, 201.
World politics, fellowship at Stanford University, 363.
World relations, books on, 548.
Wounded soldiers.
French, 11.
Montreal, 1.
Re-education, etc., 566.
Trade training for, 145.
Wright, Lucy, 183.
Wu Len Teh, 556.
Wyer, J. I., Jr., 496.
Wyoming legislation, 182.
- Y
- Yom Kippur (ill.), 105.
Young, Nannie. Review of Marcossou's The War After the War, 360.
Y. W. C. A.
China, 527.
Plattsburg camp house, 297.
Yucatan: dissenters' letter, 536.
- Z
- Zancanelli, Louis, 298.
Zettler, Lauretta M. Be prepared (letter), 78.
Zionism, 354.
Zones of Safety, 349.

HV1

.C4

vol.38

1917

HV1
.C4
vol.38
1917

