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**COMMON  
GOOD**  
of  
Civic and Social Rochester

Know Your City



DUSSELDORF: AN OBJECT LESSON FOR ROCHESTER.  
—See Dr. Lundberg's Article, Page 5

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# The Common Good

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## EDITORIAL

In this issue we strike a note for better city government. Dr. Landsberg and Prof. Fairchild both urge us forward in slightly different ways, and next month the second half of Dr. Landsberg's article will be accompanied by an article by Assistant Corporation Counsel John M. Stull, on the "Efficiency of the Present Rochester Charter for Good Government."

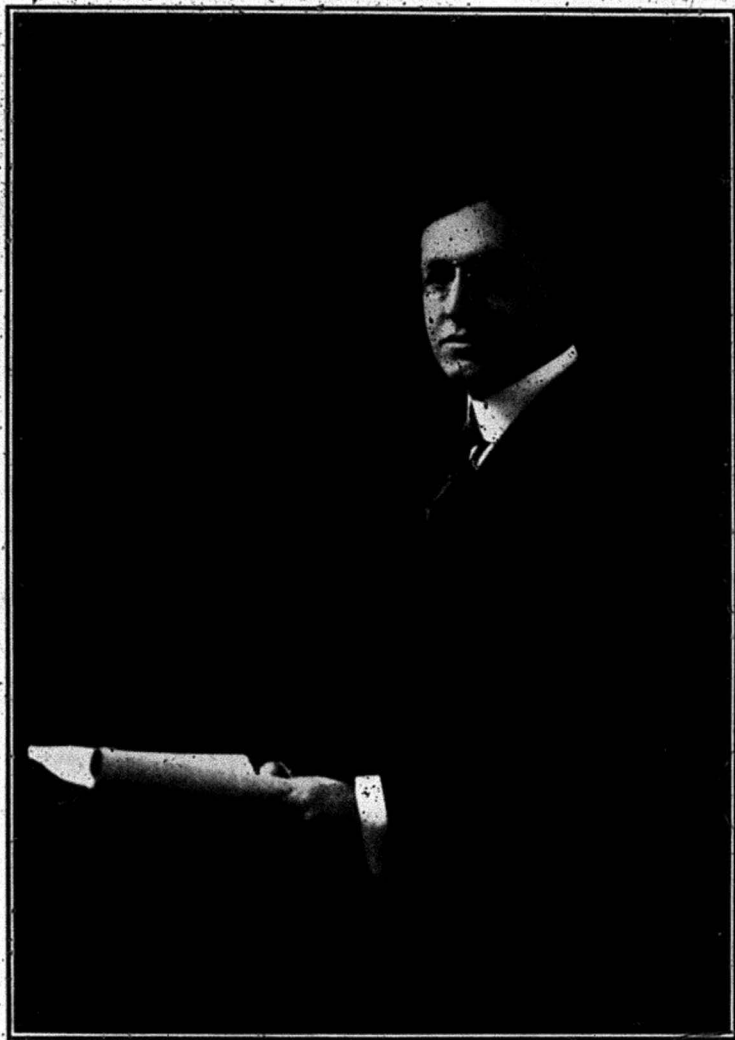
△

When reading "Wrong Girls and Wronged," remember this from Jane Addams' last book. "The young people in our clubs are comparatively safe, but many instances come to the knowledge of the Hull-House residents which make us long for the time when the city, through more small parks, municipal gymnasiums, and schoolrooms open for recreation can guard from disaster these young people who walk so carelessly on the edge of the pit." We wonder whether our city realizes that in closing the schoolhouses against the young men and women for recreation and social life, that it has not only hindered the march towards democracy, but has cut off one of the greatest moral resources of the community.

A man does not have to be a fanatic to support the movement in this state which would control the reckless sale of firearms. Of course, those who manufacture and sell the firearms will protest. But it is high time that our zeal for conservation was turned towards conserving human life. Every year about four times as many citizens are murdered as were killed by bullets in Cuba and the Philippines. Andrew D. White has recently shown that out of every million citizens here, 129 are annually murdered. In Canada the number averages only 3 per million and 16 is thought a high average in European countries.

▽

As a result of our articles last month on Infant Mortality in our city, a Young People's Society in one of our churches has pledged itself to support a nurse in connection with one of our schools this summer. This work should appeal to these private organizations, and we understand that Dr. Goler would like to have a dozen such nurses at work this summer and will welcome all co-operation. A few years of private support to this work, will prove to the city its value or uselessness. At present the results challenge all forebodings of failure.



**PROF. WILLIAM KIRK,**

First General Secretary of the United Charities of Rochester

This picture of Prof. Kirk is different from that given to the press, and we find room for it in this issue just to say: "Welcome to our City! May you prove an Uncommon Good man for the Common Good of Rochester!"

## An Object Lesson in Municipal Government for Rochester (i)

By Max Landsberg

President of the N. Y. State Conference of Charities and Corrections.

It may be said, without fear of contradiction, that there is no subject with which government is concerned in the U. S. more important than the government of cities; and if we wish to correct the evils from which we are suffering, it is now generally admitted that we must begin with the foundation which is our municipal administration. Mr. Bradford, in his excellent work "The Lesson of Popular Government," says, (l. 94.) "Nowhere in our government do the defects of organization tell more heavily upon the quality of men brought into office than in the cities. The large sums of money and the infinite details of administration involved, the compact masses of population, the variety of interests, the extremes of wealth and poverty, and the friction between classes—all make city government more important to the people than that of the State, as the State is than the National. And this is so much the more true, that whereas between the powers of the State and National governments there is a comparatively sharp line of division, those of the State and the city are blended in an inextricable complication. The deplorable result is the divided responsibility, and that no matter how hard and disinterestedly any man may work for the public service, he can never get any credit, because the work is nominally done by an impersonal body; whereas if there is any apparent dishonesty or incapacity or negligence, no member can escape suspicion, however carefully he may avoid giving any ground for it. The result is that there is a taint connected with the very name of city office. The moment a man becomes a member of the Common Council, a distinct flavor of loss of caste attaches to him. Men of

inferior ability or character seek the places because their shortcomings will be divided with others, while men of higher quality avoid them for precisely the same reason. Hundreds of young men of wealth, education and leisure would be glad to devote themselves to the public service, but they will not engage in work where there is no reputation to be won and where it is almost certain to be lost. To the people the whole business is a game of bargain and intrigue, which they do not understand and regard with disgust. In their voting they are and can be guided only by nominating conventions or caucuses of Republicans or Democrats, names of which the mere introduction into city politics is so absurd that the self-respecting citizen feels ashamed when he votes upon them."

As to the nature of existing evils there is hardly any dispute, and a gratifying awakening of the public conscience is felt everywhere, which proves that the mass of the people really do want order, economy and good government, and that the main problem is as to the means of remedying the faulty condition.

When we point at the better methods of urban government in (Continental) Europe, we are generally met with the objection that our problem is altogether different on account of the rapid evolution of American cities as incidental to the growth of a new country; while in reality the European cities are growing nearly or quite as fast as our own in spite of the tide of emigration that is always ebbing from the European shores. Since 1870 the German town population has been growing at the rate of 20 per cent. a decade, while the rural population has been at a standstill. And this

growth is constantly taking place not only in the large capitals but in the smaller towns scattered all over the empire.

My attention has been attracted by an annual report of the city government of Düsseldorf, published in the year 1908, because that city shows a growth of population similar to our own, and teaches how much can be accomplished by an efficient and responsible municipal government.

Heinrich Heine states in his pictures of travel in 1825 (I. 224) that Düsseldorf, his native city then, had a population of 16,000.

In 1840 it numbered 24,471; Rochester 24,720. In 1890 it numbered 144,682; Rochester 133,896; 1907 a little over 250,000; Rochester 207,000.

Until the middle of the last century Düsseldorf was an idyllic little town renowned only for her interest in art, especially painting. In a few decades she has developed into a most influential industrial center, while remaining faithful to her artistic traditions.

In 1835 Düsseldorf's shipping trade to Holland and across the ocean amounted to 70,000 tons; in 1896 by Rhine ships and railroad to about 3,000,000, and in 1906 to over 6,000,000 tons. (The number of merchants and tradesmen paying a license tax in the city were in 1845 250, in 1875 7,250, and in 1907 over 15,000.)

In 1875 there were 404 steam engines and locomobiles, and in 1907, 1853. As a result of this development in 1880 and 1902 the city had the greatest German Industrial Exhibitions, in 1904 the greatest, most important exhibition of landscape gardening on the European continent, and in 1907 a great German agricultural and art exhibition.

This surprising growth was to a great extent made possible and was promoted by the excellent municipal government of the city. In order to appreciate this fully, I will precede the description of its methods and activities by some general remarks, although it is possible that to most they may not contain anything

unfamiliar.

Although the German municipal government is prescribed by the general law, the right of entire self-government is granted within the sphere of local and neighborhood concern.

The elector's one task is the selection of a municipal Common Council. This council finds the burgomaster (mayor); designates his expert associates of the magisterial cotery, supplies the means for carrying on the city government, and represents in its own enlightenment, ability and aspirations the standard and character of the community's progress.

The councillors are elected for six years and one-third of the seats are vacated and refilled every two years.

The councillors in Germany are, as a rule, very excellent citizens. It is considered a high honor to be elected to the Council. Membership is a title of dignity that merchants, professional men and scholars are usually eager to hold. No salaries are paid the councillors and a penalty is attached to refusal to serve if elected. The re-election of good councillors term after term is common. There is in most cities a rule that a large percentage of the Council must be house-owners. In Düsseldorf between 80 and 90 per cent. own their homes. So the German city governments are in the hands of the educated and thrifty classes. The presence of men eminent for scientific, economic or other expert knowledge is a characteristic of the German Councils. In University cities the body always contains more than one learned professor whose influence is strongly felt in some important line of policy or department of administration. In Düsseldorf the burgomaster is the chairman of the Council. The burgomaster in all the German cities is a highly trained expert in the general art of municipal administration. Associated with him in the magisterial council are experts in law, in finance, in education, in engineering to oversee the public works, of every character, in sanitary science, in public charity, in forestry and park management, in the technical and

business management of water and gas supplies.

In short the city is managed in the same manner in which a very large private business corporation would be managed. The municipality is understood to be an organization for business and social ends, and the municipal government as a mechanism for the accomplishment of those ends. In the words of Mr. Shaw, "The German city holds itself responsible for the education of all; for the provision of amusement and the means of recreation; for the adaptation of the training of the young to the necessities of gaining a livelihood; for the health of families; for the moral interests of all; for the civilizing of the people; for the promotion of individual thrift; for protection from various misfortunes; for the development of advantages and opportunities in order to promote the industrial and commercial well-being, and incidentally for the supply of common services and the introduction of conveniences."

We are now ready to devote our attention to the particular work that has been accomplished in the city of Dusseldorf, and to the method applied there. With the rapid growth of the city, the city administration has grown. In 1851 the municipal business was managed by one mayor, one deputy and less than 50 officers. To-day the chief burgomaster is assisted by a Common Council of 36 members. As chief of the municipal police he has 10 adjutants, like him, elected for 12 years, and 1,600 other officials. Including the municipal laborers about 4,000 persons are in the service and pay of the city, an increase resulting from the constantly widening scope of municipal activity.

This is evident in the foremost place in the department of education, in which it is the city's ambition, by school hygiene and manifold supplements of higher education to furnish the best opportunities to all classes and to every individual development.

The common schools (Volksschulen) form the foundation of the system. These must be visited by all children who cannot furnish satisfactory evidence of other instruction. They are supervised by one Municipal School Councillor with two Municipal School Inspectors. They are attended by 34,000 children in 51 schools with 626 grades and 650 teachers. Aside of the ordinary subjects of instruction the children receive manual training, the girls are also taught sewing, knitting, crochet work and darning. Backward and poorly gifted children are instructed in special

grades where the small number of pupils allows individual treatment. Especial attention is paid to stammerers by exercises to cure them, to children with curvature of the spine and similar ailments, for whom special exercises are instituted. At the erection of new school buildings great attention is paid to the demands of modern school hygiene, and the sanitary condition of the school rooms and the children are watched in a manner which has been imitated by many German cities.

Under the eyes of teachers the children take gymnastic exercises, play, bath and swim. The love of nature is inculcated by the cultivation of flowers. Poor children receive in the winter season hot breakfasts gratis, and a special committee offers to those in need of recreation vacation colonies and salt spring cures. The expense for the common schools was in 1907, 2,413,774 M. about \$603,200.

The common school education finds its extension and application upon practical life in the special supplementary schools, attendance at these is compulsory for several years. It is a technical scientific high school with 5,000 pupils. Besides this the city maintains a boy's school for drawing with 748 and a school for applied art with 228 pupils. Fine art is cultivated in the Royal Academy, the old famous art-school of Dusseldorf. A commercial school, founded by private enterprise, has just been made a city institute, through the Chamber of Commerce. For secondary and higher education the city maintains three intermediate schools (Mittelschulen), one for boys and two for girls. A seminary for the education of female teachers and a high school for girls with ten grades. By the side of 2 gymnasias which are state institutions, the city has 4 others for classical and scientific training with the preparation schools belonging to them. The number of pupils enrolled in all municipal schools in 1907 was 45,416, of those in private schools only 3,698. In addition to all these there are kindergartens and schools for children below the school age, kept partly by the city, partly from private means. The entire cost of the municipal department of education, not including expenses for administration, in the year 1907, amounted to 4,000,000 Marks.

Far from being satisfied with good schools for children, the city pays very active attention to the scientific and artistic cultivation of adults.

The municipal theatre furnishes popular dramatic performances at the lowest prices. In the municipal music hall

an excellent orchestra furnishes fine music. An art gallery, an historical and scientific museum and a well supplied zoological garden are maintained for information, enjoyment and recreation. For scholarly study and scientific investigation there is a large library and an astronomical observatory; for popular education two large reading halls and 3 libraries open to the free and unrestrained use of all. In 1906 39,500 readers visited the halls, and 154,919 books were drawn for home use. Dusseldorf is the first German city which has insti-

tuted a public reading hall entirely supported by the municipality.

These public works are supplemented by a series of very active associations which receive pecuniary assistance from the city. One of the most interesting ones is the association for popular culture, with its entertainment evenings, reading halls and visits of museums under the guidance of a competent leader. These have much in common with the social centers established here, and point out the direction in which the latter can be made more useful and efficient.

(TO BE CONTINUED.)

## The Salaried Poor

In a rented house, in a street in the suburbs of a certain city there lives a family, whose name is, say, Jones, consisting of the husband and wife, and several children, whose only means of support is the salary of the husband, who is head bookkeeper in a large business-house.

The wife is sensible and thrifty and upon her has devolved the providing for the family, and up to the time of which we write, she has been able to keep expenditure within the modest earnings of the husband.

It was now nearing the end of the year and one evening as the husband and wife were alone, she said to him: "It looks now as though we should have a margin of hardly fifty dollars this year, although we have had no sickness nor any unusual expense; but the children are getting along to where it seems we must be at more expense for them next year than we have been this year, and I can't think of anything that we can do without to enable us to do that. Now, don't you think you could get your salary increased a little? If we could only have three hundred dollars a year more we could do so much with that."

The reply comes quickly: "Oh wife! if you only knew what small pay the men under me get and how they would rejoice at the prospect of getting my place—and how many are applying all the time for any kind of chance to work in the office, you would say 'let well

enough alone; don't stir the question up at all!'"

A fortnight or so after the foregoing incident the partners in the said business-house sat down together to examine and pass upon the statements of the business of the concern for the year just closed.

After they had finished their examination the partner who was most familiar with the work of the office remarked: "I know where we saved at least eighteen hundred dollars in our expense-account last year; just look at these full and detailed statements of the business of last year. So clear and comprehensive and ready so promptly. Jones is really invaluable to us—but he is so modest and unassuming that he has no idea of his real worth. We are only paying him twelve hundred dollars a year and we could well afford to give him three thousand rather than to have any other firm get him away from us and I should insist that we do it if it were necessary in order to keep him."

The partners agreed, before they separated that the same amount be appropriated to their general "Charity account" as had been given the previous year but no one of them raised the practical question for discussion as to whether they owed anything to Jones, their head bookkeeper, and Mrs. Jones took up the financial burden of her family for another year.

Did those partners rob their bookkeeper?

# Wrong Girls and Wronged

By Edith Willis Lind



*Courtesy of The Subvey*

THE DANCE; THE SALOON; THE MAN; THE GIRL.

It has been stated that two hundred and fifty thousand women join the ranks of prostitution every year. There are the new recruits who come with innocent faces to join the vast army that marches under the banner of degradation for the brief period of six years, the average length of service in this army, before death calls a retreat. Young girls from twelve to twenty falling into step with those of maturer years, marching, marching in the lurid light of lust, disease and suffering, falling out only that others may take their places. So they pass before our sight—so they have passed since the days of Carthage, Greece and Rome—so they will pass for many years to come, though we of larger hope believe it will not be forever.

Why this awful destitute of affairs?

There was a time when chastity in women was unknown, though so long ago as to be undated. It is not so many

centuries ago that all men were incontinent. The thought of physical morality for men had not dawned. Slowly the thought broke over the world until now all men make an outward appearance of chastity and virtue. The ideal has become established and gradually the masses will rise to it. In the meantime what is being done to stem the onset of this army of prostitution, to lessen the number of new recruits, to call from its ranks into useful, holy life those of faltering and uncertain step, the young and not wholly pointed?

The very fact of our modern name, "fallen woman" suggests to our mind the possibility of uplift. And though the prejudice in the hearts of very many good people against this work is very positive, more and more people are coming to feel that to "fall" is not of necessity to lie prone; that the term "fallen woman" used in place of "harlot" and

"wanton," while in the popular mind meaning the same thing is really in itself a promise of possible redemption.

What causes this tremendous drain on our childhood and womanhood every year? If the "Beast" in man runs riot how does it happen that women and innocent children respond to the call? It seems to be the old law of demand and supply. Lessen the demand and the supply will take care of itself. Three generations of boys well educated, well trained, instructed in the higher purposes of sex expression, in the dangers of disease to themselves and to the home, every boy in his heart hopes to uphold, would see a comparatively small amount of prostitution in the world. Until these happy conditions become possible, until people lose their prudery and talk rationally to their boys and girls before they are seven years old, we will have this mighty problem to encounter and will have to work as best we may to safe-guard our little girls and young women from the terrible effects of ignorance and depravity.

There are several conditions that seem responsible for this yearly recruited army of two hundred and fifty thousand. I would place at the head, as the most common and the most pernicious because the most persistent, that of ignorance in the nature, meaning and use of sex. Next I would say cause low wages in shop and factory which causes a condition in our large cities where thousands of women barely maintain life on the starvation line. And third the harmless desire in the heart of young girls to dress well, attend dances and theaters and lead the gay, easy, care-free life that is the rightful inheritance of youth when well directed. A very small minority of women seek this life through vicious tendencies, so small a minority as to need no mention in dealing with the problem.

What is being done to meet this problem, to lessen this evil?

We have in New York State several "Homes" of Detention, "Training Schools," "Industrial Schools" and the like, all doing good work. In these the girls are surrounded by good influences, taught the dignity of labor, the enthusiasm of accomplishment and interest in the life of the world around them. Their bodies are upheld, their minds instructed, their hearts reached, and nothing else is necessary. Nine-tenths of these girls are found to be without bias in regard to either virtue or vice. They are merely neglected, unprotected, ignorant, sometimes lazy. When stirred up, enlightened, encouraged, they go forth into life

and fill places of trust and honor. They marry and become the best of wives and mothers. The report from these schools where the body and mind are trained, where trades are taught, friendship given and faith in the Eternal Good awakened show a most remarkable result.

What is our City of Rochester doing to lessen the onset of this army? We have Probation Officers, a children's court, and various protective measures are taken by different charities to stem the onset and we have one institution where very positive work is being done.

Some fifteen years ago a few women, realizing that our city had no place of shelter but the Poor House and Police Station for unfortunate women and girls, established, with much difficulty, a Home on Troup Street known as the Door of Hope. The prejudice against the organization of this institution now seems almost unoblivable. To be upon its board was to be stigmatized as "peculiar," to say the least. There were no women of great wealth interested in the work; indeed there seemed to be nothing but faith, courage, perseverance and human love, but these were there in plenty and through struggles and rebuffs, through criticism and scorn the little band of women pressed on until now this institution has become one of the established charities of our city. It owns its own property, free from debt; it has established and maintains a laundry, though hampered somewhat by lack of delivery facilities and various minor annoyances. It has in connection with its maternity department, a "Rest Home" where women suffering from all sorts of misfortunes and stress of circumstances are kept; and it calls upon the public for support less frequently than any institution in the city.

Over seven hundred women have passed through these hospitable doors to a life of higher purpose and deeper meaning. In this Home the housework and laundry work are done by the inmates. They care for one another in illness thus learning something of nursing, and they learn to sew. The religious instruction is entirely unsectarian and of the simplest, most natural kind.

The personal equation is the largest factor in the life of the Door of Hope. A beautiful character will make itself felt in every corner of a home or institution, in every life that touches it, and at the Door of Hope we have a marked example of this in the personality of our matron whose life is simple, free and un-falling as the love of the Father she serves with perfect faith.

It is impossible to give an exact percentage of women saved in such work as ours. Sometimes the most hopeless cases, after many years of seeming failure, return to tell how the seeds planted here, lying dormant for long, have at last brought forth worthy fruit.

Such a case was that of one of the first girls taken into our home. She came late one cold night to ask to stay over night. She was cold and hungry and had been turned out of her home after the dance halls and saloons had closed and had walked the streets until someone directed her to the Door of Hope. She was in a terrible condition, covered with vermin and about to become a mother. She was a girl of fiery temper, impulsive, untrained, unmanageable. She made no end of trouble among the other girls but she was patiently and tenderly cared for and when her baby came a home was found for her and the baby. But after a little she fell into temptation again and became pregnant a second time. No girl is ever taken into the Home who has committed a second offence in spite of the Bible injunction of "seventy times seven." She had her second baby in a hospital where the baby died, but she clung to her little girl and started out into the world again. It was a discouraging case. We were "blue" over it. All that work wasted! After several years she returned from the West bringing with her two pretty children. She was not sure of her welcome at the Home so she took a room in a lodging house and came to the Home to call. She had married the father of her first child. They were prosperous and happy. She was one of the best possible mothers. She said that the kind treatment she had received at the Door of Hope had ultimately developed the good in her. She felt she wanted to return to see the place that had changed her life so markedly. One of our Board who has since gone to receive her final reward for most remarkable personal service in this work, took this woman and her two children into her own home and kept them as her guests for a week.

A few years ago a little girl from a good moral home, a member of a Sunday

School, but utterly ignorant of her body and her sex nature was led away by a man sixty-five years old who was a visitor at the home of her parents. He gave her presents and won her confidence telling her there was no harm in what he did. The mother never suspected until she discovered that her child would become a mother before she was twelve years old. Her mother brought her to the Door of Hope. This girl has since finished a normal course and is a fine teacher.

Twelve years ago a little English girl of fifteen years, was sent to this country by her mother to avoid the disgrace of the girl's step-father being arrested for her ruin. She was alone, a stranger and almost out of her mind. After a little she became convinced that the Door of Hope was her home and that the love shown her was real. She became most helpful in the Home and desired to make every return possible. Her child died and she went out to service, and soon met a good young man who wanted to marry her. She told him her whole life and they were married and to-day she has a good home of her own and a family of children to whom she is a good mother.

I could multiply these cases to fill all the pages of the Common Good and yet not tell them all.

Does the work pay?

Surely if one woman of all the seven hundred were snatched from this life the work would have paid. And I believe that more than three-fourths of our cases are absolutely successful.

In the Woman's Rest Home meals are served at an average of one thousand per month. The women stay one night or several weeks. They pay something when they can. Sometimes women with little children come to stay while their husbands are out of work. Intoxicated girls are brought here by the police. Women are sent in from dance halls and saloons. And while the cases are harder to follow and it is impossible to tell the end of the story, the work being done here is a blessed and a holy work.



# A Chapter in the Story of Rochester's School Playgrounds

By Marion Bromley Newton

Supervisor of Physical Culture and Play grounds.



PLAYGROUND EXERCISES AT OPEN-AIR SCHOOL, NO. 14

Following the lead of the Children's Playground League and the Board of Park Commissioners, in the year 1907 the Board of Education began its first work in the establishment of School Playgrounds. That year a sum of \$5,000 was appropriated by the city for the maintenance of Playgrounds, Vacation Schools, and Social Centers, and was

placed in the hands of the Educational Board to disburse, as this department of the city seemed, to thinking citizens, to be the one best fitted to introduce and carry forward successfully distinctively educational enterprises. The following table will show the financial history of the School Playgrounds since their establishment in 1907.

TABLE 1.

	Board of Education Maintenance Fund	City of Rochester Special Expenditure	Total Expenditure
1907	\$2,857.10	\$50,000 (Land for No. 9 Playground and Bath House.)	\$52,857.10
1908	4,023.30	19,178.26 (Land for No. 14.)	23,201.56
1909	10,610.38		10,610.56
1910	10,344.80	4,490.65 Bath and Office No. 9, 3,884.24 Bath House No. 36, 975.00 Land at No. 36.	19,694.69

The theme of "play for children," properly supervised play as a valuable and necessary part of the training of the young, was not new to the school authorities when the matter of playgrounds was presented to them.

In the old No. Fourteen School in about the year 1903, a department of physical education had been established in connection with the Teachers' Training Course, and this department included, besides its theoretical work, the prac-

tical-gymnastics with and without apparatus, rhythmic exercises to musical accompaniment, and also games and plays carefully selected and graded, from the first grade through the eighth, so that they might suit as nearly as possible, the different ages of the children. Some of these games could be played in the schoolyard, some in the corridors or assembly halls, and some even in the class rooms.

It happened that the old fashioned free recess had been abolished for two reasons chiefly—first, because many of the schools had no yards in which the children could play and second, because it had been proven beyond a doubt that there was a serious moral issue in the turning of a promiscuous crowd of children, unsupervised, out to play.

In the practice grades of the Normal School the above mentioned exercises and games were introduced at a favorable time both morning and afternoon in place of the former free recess, and it was demonstrated that the children were receiving very great benefit from this threefold form of work.

The first may be called "corrective" in that it helped the children to maintain correct habits of posture, and overcome in a measure, the crouching positions so often assumed when bending over a desk, until they become habitual. The second type of exercise was "aesthetic" in nature, in that it contributed to the grace of the children, ease of motion, and embodied an element of culture which many little school children might never receive if not in the public schools. Then in the third place were the games and plays, the "recreative" activities with their spirit of joy and spontaneous, healthful action, with innumerable opportunities for character building and the cultivation of an appreciation for citizenship, driven home through the honest or dishonest play, the sacrifice of self for the good of the whole, the co-operation with others, and the appreciation of the law in the game.

So interested had the children and teachers in this one school became that in the spring of 1904, a tiny spot on the north side of the building was transformed into a playground. This was indeed the children's own. They earned the money to pay the workmen to plough and level the ground, they dug post hole after post hole; they helped the carpenter set the posts for the enclosing fence, hung the wire on three sides of the yard where the fence was necessary, and at last painted the posts and all the wood work of the fence. The Board of Education, I believe, did nothing in the way of contributing funds at this time, and it

may be that the children enjoyed this little ground all the more because of the part they had played in "reclaiming" it.

In the meantime other schools had become interested in play and systematic physical education in the elementary work spread throughout the city, until, in the year 1906, a special department of physical education in the elementary schools was established, to be carried on in much the same manner as the previous work at the Normal School. At first all the teaching in this new line of educational activity was carried on by the class room instructors, as much of it is still, and they in turn were given help at teachers' institutes, in personal conferences, and too infrequent visits from the supervisor who attempted to demonstrate with the children how the exercises might be given, and later to observe the work of the teachers themselves in order to give the help that was needed.

Since the year 1906 the department has grown in purpose and achievement until it has been necessary to increase the force of special workers in order to make more frequent visits to the hundreds of class rooms, give model lessons more often, help new teachers, and generally carry on the work in a more effective manner. When, in July last the first Supervisor of Playgrounds employed by the Board of Education resigned to assume duties in another field, it fell quite logically to the lot of the Physical Education Department to continue the work of the playgrounds.

Consequently, in September 1910, the Departments of Physical Education and Playgrounds were united in one, and this arrangement has proven itself to be a very practical one.

With ten minutes in the morning and five in the afternoon for recess work, we had found it difficult in the schools to give the children all the activity they required. In the new plan we are enabled to take after school time and Saturdays for giving the boys and girls of the elementary schools healthful educational, enjoyable exercise and play, equipping them with many resources for their enjoyment of leisure hours, and effectively contributing to the welfare of the schools in the way of stimulating interest in school life, helping to lessen truancy, offering incentives to better work, and inserting a wholesome influence into the lives of the children.

Because not every school had a playground or school yard, and because every school had boys and girls who needed right opportunities to exercise and play, we determined upon a plan of

using what facilities were already at hand in the city, assigning competent leaders to certain groups of schools, and asking the children to go with the leaders to available and desirable places in different sections of the city, as well as to meet at their own school buildings.

In carrying out this plan we have introduced swimming instruction, using the Municipal Bath and the plunge at the Washington Grammar School; we sought and obtained permission to use the gymnasium in the high schools, and occasionally the Y. M. C. A. and the University grammar schools which have assembly halls or play rooms have been freely used by pupils in those schools and in neighboring ones; we have organized Boys' Clubs and Girls' Clubs; have taught the girls folk-dancing. (Which is especially adapted to the

needs of grammar school girls), games of many kinds, etc.; we have taken children to the parks on long tramps in the beautiful outskirts of the city; some of them have already selected camping grounds and have made several expeditions to them; we held a meet for boys in the State Armory, when the weather interfered with our holding it at the park; and we have kept open three at least of the school playgrounds, after school and Saturdays, which were used as centers for the children in the neighboring schools. All of this without the purchase of a single plot of land, the building of a single structure, and only the expense of leaders' salaries, and a few small items of working material.

Table II shows the playground expenditure for 1910 in some detail.

TABLE II.  
CITY AND BOARD OF EDUCATION PLAYGROUND EXPENSE 1910

Playgrounds	No. of Weeks	New Equipment Constructed	Repairs	Supplies	Salaries	Land Purchased	New Buildings	TOTAL
No. 7	6	\$253.33	\$223.33	\$ 7.50	\$ 75.50			\$ 83.00
No. 9	29½	40.12	34.87	345.93	1,128.53		\$4,490.65	6,441.77
No. 11	11¼	220.32	228.32	96.15	240.01			411.15
No. 14	36	23.59	26.78	226.46	652.67			1,327.77
No. 15	3½	13.18	129.47	27.44	33.34			111.15
No. 36	14			111.24	444.50	\$975.00	3,584.21	5,557.63
W. H. S. Athletic Field	4			2.70	41.70			44.40
Grammar School Athletics	32	280.83			1,151.87			1,432.70
Swimming	12			37.73	143.50			181.23
Supervision	52			205.09	1,528.43			1,733.52
Special Game and Music Instruction in all Schools	16				2,370.37			2,370.37
<b>TOTAL</b>		\$831.37	\$642.77	\$1,060.24	\$7,810.42	\$975.00	\$8,374.98	\$19,694.69

During the months of January and February Winter Playgrounds were maintained at Schools No. 9 and No. 14, a skating rink and a splendid toboggan slide were provided at each of the two grounds, and in spite of the long January thaw the attendance at the two places was most gratifying. Each playground was in charge of a Woman-Director, assisted by a Caretaker, and an Evening Director whenever the weather was such as to attract numbers of people to the ice.

The children delighted in helping to clear the ice whenever it had snowed, and through the co-operation of the schools, the boys and girls took pride in waiting for the ice to be solid before going upon it, and preserving it in every possible way. At No. 14 an attempt was made at beautifying the school yard, and had a person passed by one morning early in January, he would have marveled at the transformation. A young forest of fir trees had sprung up over night, as it were, and had distributed it-

self over the ground to the best advantage, hiding unattractive wooden posts, surrounding the tent of the "Fresh Air School," and bordering the ice pond, here and there, in a most woody manner. When the snow was on the ground, and the place filled with happy rosy children, it was indeed a beautiful sight.

These trees were the Christmas trees which the children had had in their homes and in Sunday Schools, and when this plan for the further utilization of the green came to mind, the neighborhood was scoured for its pine and hemlock.

TABLE III.

PLAYGROUND ATTENDANCE, 1911.

	January	February	Hours
No. 9	3,338	4,440	3:30—9:30
No. 14	1,834	1,742	Sat. 9 a. m.—9:30 p. m.

The work in teaching the children to swim has been of especial value. The first ten weeks volunteers in the fifth grades from twelve of our smaller schools were given the opportunity of learning. Each child was given a card which entitled him to a course of ten lessons, and we found that nearly 200 children availed themselves of the privilege.

In January a second series of lessons began with pupils in the sixth, seventh and eighth grades, as children in these classes were better able to profit by the

instruction given. During the course 903 individual lessons have been given at the Municipal Bath, by two men and three women instructors, and approximately 440 lessons at the Washington Grammar School plunge exclusive of the instruction to pupils in attendance at that school.

Through the courtesy of the City Engineer and his assistants we have been allowed the use of the Municipal Bath on Saturday mornings for our Boys' Clubs.

TABLE IV.

Boys' Clubs (Volunteer) weekly	Sept. 26—Dec. 16 (11 weeks)	Jan. and Feb. (8wks.)
	Average weekly attendance 513	Total 3,950
	Total attendance 4248	
Girls' Clubs (Volunteer) fortnightly	Sept. 19—Dec. 16 (12 weeks)	Jan. and Feb. (8 weeks)
	After-school fortnightly average 219	Total 2,050
	Saturday 62½	
	Total attendance after school 2,628	
	Total attendance Saturdays 798	

We are convinced that if citizens of Rochester take time and pains to investigate this work, make inquiries among school workers wherever conditions have been at all favorable, they will understand what a deprivation it is when some

of these activities must needs be discontinued because of lack of funds, and will see to it in the future that the City of Rochester makes adequate and intelligent provision for the welfare of its citizens to be.

# Commission Government for Rochester

By Herman Leroy Fairchild

President, Commission Government Association of New York State.

## CAUSES OF BAD CITY GOVERNMENT.

The rule of American cities has long been recognized as the disgrace of America. This is no fault of democracy, for until recently genuine democracy has not existed in America. The control of American cities has been that of a plutocratic oligarchy. City officials are selected by selfish interests, working through party machines and the voters are merely permitted to ratify such selections. Officials so named can not be efficient servants of the people but must place party service above public service.

The reasons for the lack of democracy and failure in civic affairs must be recognized before the remedy can be intelligently applied. Fundamentally the fault lies in human selfishness and cruelty, and our laws of general government in favoring the competitive system have failed to curb organized greed. Excessive individualism and overgrown commercialism in a new country of enormous resources, are our national faults, and for a century the youth have been taught selfish ideals,—that accumulation of wealth and personal aggrandizement are the goals of life.

The framers of our constitution in revolt from monarchy but in distrust of democracy devised our system of delegated or representative government over which the people have no legal or direct control. The three-headed form of government, intended to serve as checks upon the representatives in State and National bodies, was unwisely imitated in city governments. The divisions in city government and the large number of elected officials and of bureaus dissi-

mate responsibility and prevent close watch by the people.

Partizanship and the spoils system are offensive manifestations of the lack of civic intelligence. The influx of foreigners and the resulting heterogeneity of the population in larger cities prevents unity and coöperation. The gifts of franchises for exploitation of the public which are immoral in a democracy, and the great aggregations of capital built on special privilege, and uncontrolled as in other countries, have debauched our political life. We have the curious phenomena of multitudes of men who personally honest are politically or socially corrupt. Taking it altogether our plan of city government is about as favorable to bad government as could be devised under forms of supposedly popular control.

It will be asked, has not Rochester a good government? Relatively yes, when we make comparison with some very corrupt cities; but compared with cities now under commission government, decidedly No. We have as well-governed a city as might be expected under the rule of party machines and Big Business interests, with officials neither selected by nor responsible to the people. The high character of the business men of Rochester has forbidden grossly bad rule, but our government is undemocratic, inefficient and extravagant.

## AWAKENING OF DEMOCRACY.

The American people are awakening to the fact that they are governed, not governing. That their nominal servants are their masters, and these in turn controlled by the corporations they have

created. That the courts have usurped the supreme power by not only interpreting the fundamental law and nullifying the acts of legislatures but by practically making law. A glorious wave of democracy is sweeping eastward over the country. "Insurgency," "Conservation" and "New Nationalism" are phases of this movement.

This uprising of democracy is significantly shown in the fact that more than one hundred and twenty cities have adopted a form of government which secures the people's control and makes officials the servants of the public instead of servitors of the "interests." This form of city government, the only one which has been devised in America that secures the rule of the people, has the somewhat misleading name of Commission Government. By means of direct nomination, direct legislation and the recall, a few elected officials are held to strict accountability and loyal service.

#### FEATURES OF COMMISSION GOVERNMENT.

Taking the Des Moines plan as our type the procedure is as follows: Five men are elected on a general ticket to "run the city." They are the commissioners of departments: 1. Public Affairs; 2. Accounts and Finances; 3. Public Safety; 4. Streets and Public Improvements; 5. Parks and Public Property.

On the primary or nominating ballot any candidate is named who secure a certain number of petitioners. The ten men obtaining the highest vote at the primary election become thereby the candidates at the second or final election. No party designation of any kind is allowed on either ballot and the candidates are not allowed to offer any consideration whatever for support. Partizanship is entirely eliminated from city affairs. The five councillors or commissioners have all the powers which now belong to the Common Council, the Mayor and elected officials (not the judiciary). The two radical changes are the elimination of partizanship and of the Common Council. Whatever

slight loss may come to wards or districts from lack of special representation is compensated many times in the unified city and the greater justice to all localities. All subordinate officials are appointed by the Council (Commission), from certification of a civil service board.

Public meetings of the Council are regularly held, in some cities daily. At these meetings any citizen can present any matter, which may be settled at the time, without the tedious process of our present system. No private hearings are permitted.

All ordinances are publicly posted for a certain time, giving opportunity for their study and for securing a referendum if some large percentage of the voters desire an appeal to the whole city. No special privilege or franchise is given without referendum vote. Favors of any kind from any public service corporation or from any man or firm doing business with the city are strictly forbidden. An itemized financial statement is published monthly and available to every voter. All the details of the city business are public matter.

If the Council does not take some action which a large number of the people desire such action can be initiated and submitted to general vote by petition of some percentage of the voters.

If the conduct of any Commissioner is unsatisfactory to the people he can be made, by petition of some large percentage of the voters, to stand for re-election against another candidate. The initiative and recall have seldom been invoked, the fact of their possibility being sufficient. The official who would object to the people having the power to discharge him is either disloyal or incompetent.

The direct nomination and short ballot frees the city from party domination, boss and convention. The small number of responsible officials and full publicity of all affairs enables the voters to hold officials to strict accountability. The initiative, referendum and recall give the people effective checks on their official servants.



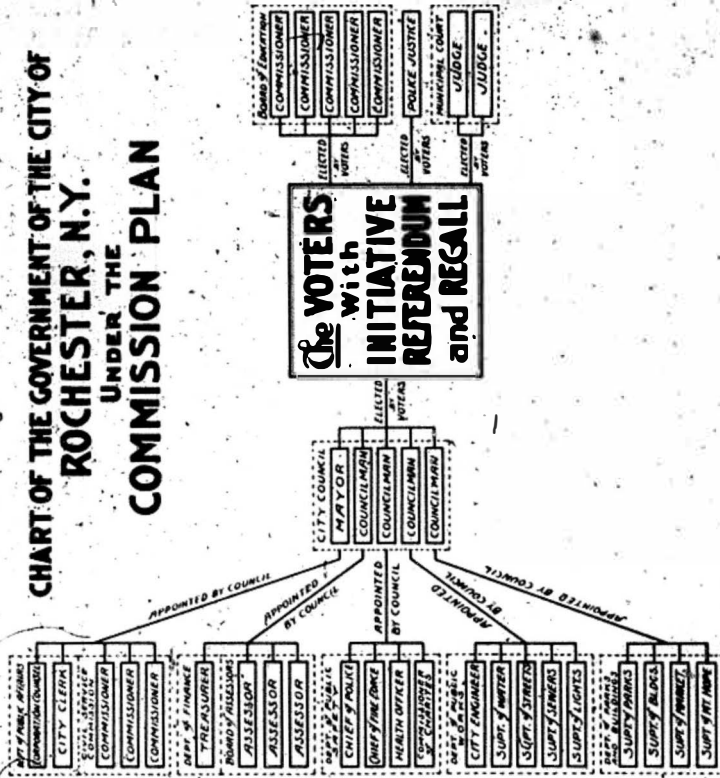
OBJECTIONS TO COMMISSION GOVERNMENT.

The objections to commission government, when this has been accompanied by the democratic provisions of the direct nomination, initiative, referendum and recall, are mostly trivial and insincere or in ignorance of its character. It has been called aristocratic. Yes, it is the "rule of the best." That is, of the whole people. It is said to be un-American. "Yes! thank Heaven! A city government in which graft is not even sus-

pected is decidedly un-American. It looks like the splendidly administered cities of Europe. The sooner we can Americanize this un-American thing the better."

Any serious and honest objections are based on distrust of real democracy. Many people who are patriotic and even altruistic are not believers in the rule of the people, but cling to the idea of delegated government, an aristocratic plan which has been a disgraceful failure. They wish control by the "upper classes." They fear that the dear peo-

CHART OF THE GOVERNMENT OF THE CITY OF ROCHESTER, N.Y. UNDER THE COMMISSION PLAN



ple may make mistakes. Two replies to this are pertinent. First, are no mistakes made now, under undemocratic rule? and who benefit by the mistakes? Second, have not the people the right to make mistakes with their own government? A permanently wise and just government in a republic must rest on an intelligent, educated and self-poised electorate, and this requires practice in democracy, the exercise of the rights and duties of citizenship. This our people

have never had in reality, but merely the form.

ADVANTAGES FOR ROCHESTER.

What would be the advantages of Commission Government for Rochester?

1. It would be a people's-power government; a real democracy, producing a higher type of citizenship.
2. Partisanship, the chief political fault in city government, would be eliminated.

3. Elimination of the Common Council and all representation by wards or districts would unify the city and remove the west-side and east-side rivalry.

4. Twelve Commissioners, selected by the people and elected on a general ticket, would be directly responsible to the voters of the whole city and not responsible to party, nor boss, nor interests.

5. Being free of party and special-interest control the officials would have incentive to please the people and to give the city the best service of which they may be capable. One of the Des Moines Commissioners has written as follows:

"No matter how sincere and anxious a city official was under the old order to serve the public it was impossible for him to do so fully. \* \* \* It was impossible to carry out the ideas the people wanted carried out because of obstructions by politicians, contractors, and the agents of special interests. But under the new plan an official is free to do the very best he knows how to serve the people. If he fails it will be due to his own weakness. He knows that the people are watching him and he has every incentive to make a record for their benefit."

Under a people's government the Commissioner of Streets would compel the owners of vacant property to keep their sidewalks clear of snow and ice. The residue streets would be kept clean as well as the main business streets. The streets would be cleaned in winter, when conditions permitted, instead of being neglected from fall to spring. The smoke nuisance would be abated. The city housekeeping in general would be done in a way to serve the health, comfort and pleasure of the whole people instead of the interests of the politicians and contractors.

6. The city business would be done on business principles, being divorced from politics, thus producing efficiency and economy. The only other method of governing a city is by partizan politics, the method now in vogue in America. The proposed method substitutes rational business for politics.

The uniform experience of the many cities under Commission Government is that although expensive improvements are undertaken the financial condition and standing of the city is improved. That the pure use of land and materials is done in direct and straightforward manner, without opportunity for private manipulation and advantage. That the streets are better paved and better lighted, though water rates and lighting charges are reduced. That better work is obtained although wages are increased. That complaints from the citizens are invited and promptly investigated. That crime is reduced and better order secured.

7. Elimination of "graft." More important than the improvement in financial condition is the fact that no case of official dishonesty or graft has occurred in any Commission Government city. This alone is sufficient justification of the system.

8. Monthly financial statements encourage study and criticism of the city affairs. Standard systems of municipal accounting and reporting would be adopted. The determination of costs and standardizing of accounts and reports facilitate comparison with other cities. The business of the city would be done business-like. So and finance, standard accounting, full publicity, economic administration and perfect honesty may be theoretically possible under political control of a city, but where is the example?

9. The average character of the citizenship would be lifted. A worthy pride in the city and its improvement would be fostered. The exercise of the functions of serious citizenship in the decision of important questions of public policy would give larger and steady interest in the government and would educate and stimulate the most ignorant voter.

10. All the details of the communal life, under education, hygiene, recreation, parks, baths, music, art, libraries, etc., would be more carefully and intelligently considered by the citizens.

11. The honest, efficient and altruistic conducting of public affairs would be

a fine and unusual example to the individual citizen. What should be said of the political method of conducting municipal affairs which sets an example to the individual of greed, injustice and dishonesty?

12. The co-operation of the citizens in good works for the city, for the common good, would give a solidarity and keener sense of brotherhood. In other words, democracy makes for true religion.

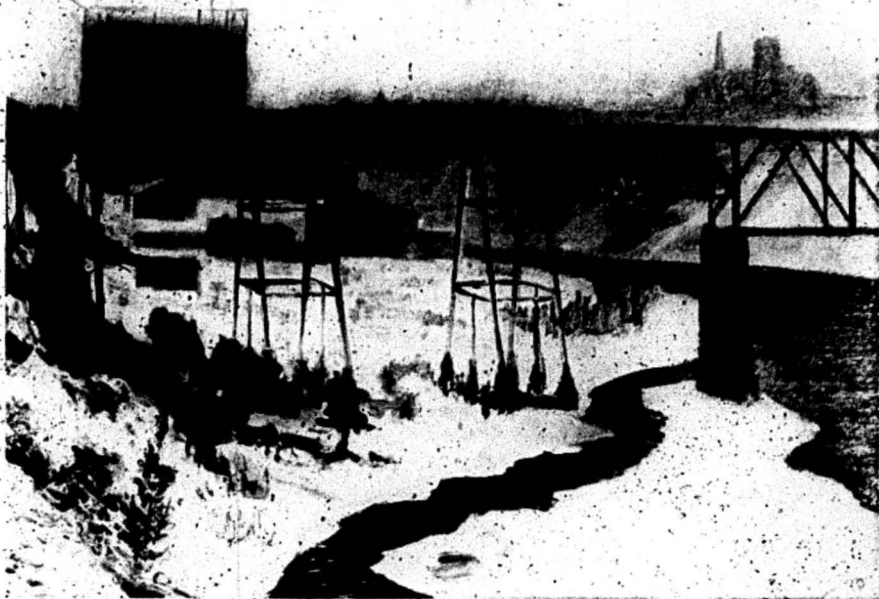
13. The public service corporations would be compelled to recognize their primary duty to the people, or to give place to public ownership.

14. Through direct legislation the people could accomplish their wishes even if the Council (Commission) were adverse. If the people of this city had the initiative, we could force the acquisition of the Pinnacle. We could acquire the banks of the river canyon, where practicable. We could make parks and playgrounds where needed. We could adopt generous plans for beautifying the growing city. We could override selfish interests in the location of our city hall and civic center. We could build a great auditorium for the people's use. We

could invest in lands in anticipation of the future needs of the city, so that the people as a whole might have the benefit of the increase in land value. Through the referendum the people would have the final decision on all matters of great importance. The city could not be bonded for enterprises which the people did not approve, and no franchise or special privileges could be sold without the consent of the citizens.

15. The men who have acquired political skill with intimate knowledge of civic affairs under our present undemocratic régime would become under the conditions of commission government most efficient and honored servants of the people.

The reader can extend the list of advantages under the people's power government. They may all be included under the word democracy. If the civic relations of men are ever to attain any state approaching an ideal condition it can only be through the education and uplift of the masses. For that work good government is absolutely essential. And democracy is the only good government because it alone is self-government.



# Civic Improvement Department

Conducted by Chas. Mulford Robinson

From a civic improvement standpoint, two great matters are before the people of Rochester this spring. One is the so-called City Plan Report, made by the experts retained by the Civic Improvement Committee. The other, the closing, threatened as this is written, of the playgrounds heretofore maintained by the Board of Education.

It sometimes is helpful, in considering matters of this sort, to take a broad view, based on observation of what is being done in these directions in other cities. I venture therefore to select for this month's contribution some notes which have recently appeared in my own department of *The Survey*, because, though originally written and printed with no reference to Rochester, they seem to offer such a viewpoint.

In the autumn a City Club was organized in St. Paul, Minn., which differs from most city clubs in these particulars: Its membership is made up of delegates from other societies, clubs, organizations, and even churches, and it has a special purpose: to secure for St. Paul a comprehensive city plan. Membership includes women, and the club does not take the place of other organizations, but is designed to concentrate their influence in behalf of the one object for which it was created.

The news of a single week has contained the following items: A resolution was passed by the San Francisco branch of the American Institute of Architects, urging the mayor and Board of Supervisors to create a municipal commission, which should have power to develop a comprehensive plan for all improvements in San Francisco. A movement was started in New Britain, Conn., to have a city plan commission, and finally, the Board of Estimate of New York was reported as about to appoint a commission on city printing.

The pending new charter for the city of St. Louis makes provision for city planning. It creates a Board of Public Improvements, to consist of five members appointed by the mayor, together with the heads of the Departments of Engineering, Construction, Streets, Water, Buildings, Parks and Public Utilities. Besides the general duties under the old charter, various powers are given the board, including that "to make a plan for the harmonious development of the city." It is interesting, with this authority in mind, to read over again the list of departments which would be called upon to co-operate.

A despatch from Panama, published in all the papers, seems to mean that we are to have two cases of very comprehensive official town-planning on this side of the Atlantic. It reads: "The president of Panama, as an incident to a contract just made with the United States regarding payment for municipal improvements in Colon and Panama, has issued a decree making it unlawful to erect any building or structure in either city before the municipal authorities have completely laid out and mapped the section and paved the streets."

Nearly twenty years ago, following a study of local conditions, the Kansas City Park commissioners presented a plan which seemed to the community stupendous and in the judgment of many good residents impossible of accomplishment. The year 1910, says the latest report, sees "the realization of that plan, in general and in detail, to a degree that is perhaps without precedent in such public work." As a matter of fact the first plan has been augmented and elaborated to an extraordinary extent. In this respect the following figures are striking: The boulevards designed in the plans of 1893 totalled 9.85 miles; in 1910 28.64 miles have been built. The

parks designed in 1893 covered 323.45 acres. Those accomplished in 1910 total 2,118.25 acres. With these statistics before one it is interesting to read that the park and boulevard system "met with strong opposition" in the first few years. "Legal obstacles blocked the way. Enactment by state Legislature, which was expected to give power, did not stand in the Supreme Court. Charter amendment was found necessary, and that had to be decided in the courts."<sup>7</sup>

The present park and boulevard system of Kansas City represents an expenditure of ten millions of dollars. But conservative real estate men, in formal estimate, have computed that the increase in value given to property by the creation of boulevards is a quarter of a million dollars more than the entire cost to the taxpayers of the entire system. Now the city is acquiring miles of boulevards which cost the park commission nothing for original dedication and construction.

An interesting evidence of the social significance of town planning was given a few weeks ago in an address by the Archbishop of York before a large audience in Doncaster, England. The mayor of that town had called a conference to consider the problem presented by the certain development, during the next ten years, of a new colliery district, adjacent to Doncaster, which would contain 40,000 working miners and a possible total population of about 200,000. The Archbishop said that the question which the conference had to ask itself was: "What should be the character of these new towns?" The usual colliery towns, said he, reflected no honor on the civilization of the nineteenth century, but it was not necessary that they should be so dreary. It was simply permitted. He knew that many of his audience would be saying that philanthropy was all very well, but they were there to keep an eye on business. He added: "I should have little respect for my own common sense, if I was not certain of this proposition—that a wise town planning scheme, undertaken with the good

will of all concerned, will be for the direct financial benefit of landowner, colliery owner, and rate payer. We all stand in fear of any increase of the rates, but we sometimes forget that economy which we all believe to be associated with efficient means not measured by the amount of the rate, but by the things that the rate buys." They might, he said, have a technically small rate productively for securing the health and happiness of the people about them, or pay a rate unproductively for dealing with disease, drunkenness, poverty and crime.

The Public Schools Athletic League of the City of New York issues its Year Book for 1910 in very elaborate form. An idea of the scope of its work may be gained from the following figures taken from the address of the president, Gen. George W. Wingate. In addition, he says, to the girls branch, which takes special cognizance of the exercises of the school girls, there are included in the league twenty-five district associations covering 306 square miles, the area of Greater New York, and assuming the direct management of 515 schools. In the elementary schools are 125 associations with a total membership of 110,000. In the games which these associations held during the year, 80,000 boys competed. Seventeen similar associations were in the high schools. It is estimated that in the whole series of athletic events held during the season the total number of boys and girls who took part was 150,000; and this does not include the games of the district league or the championship games of the league itself.

The Public Athletic League of Baltimore has issued its second annual report in a large and handsome illustrated pamphlet. This is a very active organization, under the presidency of Robert Garrett, and the secretaryship of George W. Ebler. The report records the successful enactment of a State law, authorizing the mayor and city council of Baltimore to contract with the league for the purpose of "establishing, maintaining, and conducting gymnasia, athletic fields and recreation centers, for the ben-

eff. of the people of Baltimore," and the passage of a bill permitting the mayor and council to make city appropriations for this purpose.

Mr. Ehler commences his report with these words: "Baltimore's great question: What is the really important problem of our city? Is it a supply of pure water? Is it sewerage? Is it trade with the South? Is it art and beauty? Is it smooth streets? Or is it Boys and Girls? Boys and Girls! What are they going to be—in body, in mind, in heart? This is the most important problem of the city of Baltimore."

The latest annual report of the Children's Playground Association of Baltimore is also a handsome pamphlet. Of the reports which it contains by various officials and committees, perhaps the most interesting, because the most novel, is that by Mary B. Steuart, supervisor of playgrounds. Miss Steuart describes "Occasions." These to the number of thirty-six were given during the summer in various parts of the city and were, she says, of the greatest value in bringing together in friendly relation, parents, neighbors and directors. Each entertainment was a neighborhood affair. The children of the playgrounds were the actors, the parents and friends the spectators. There was a great variety. Some of the "occasions" were Mother Goose parties. Others were devoted to illustrated songs. Yet others to phantom dances, folk dances, etc. As Miss Steuart says, the possibilities of these local "occasions" are alluring. There is much in the various sections of a city, especially among the foreign people, which may be studied, and here made use of to preserve traditions and folk lore, and to keep the younger generation in sympathy with the past.

**Rochester in Black and White.** An apology is due to Prof. VonDerlancken that careless proof-reading made nonsense of his article last month. We hope that our readers, by transposing the misplaced lines found the order of his thought. On page 21 we reproduce another of the drawings that received "Honorable Mention" in the Picturesque Rochester Competition.

—EDITOR

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JANE ADDAMS.