The COMMON GOOD of Civic and Social Rochester

Know Your City

THE NEW CITY HALL AS PROPOSED BY THE ROCHESTER PLAN

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The Common Good

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Published By

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EDITORIAL

In his articles comparing the cities of Dusseldorf and Rochester, Dr. Max Landsberg does not mistake the difference between the civic spirit and motives of the two nations. For example, Dusseldorf has a Land Fund of about one and a quarter million dollars, which is faithfully used to purchase for the city such land as is thought of value for future city needs. As a people we should be unwilling to trust an American Board of Aldermen with the administration of such a fund. The city has no use for real estate that no one else will buy. When the people have the "awakened spirit of social obligation" and "a greater sense of personal responsibility for city management," for which John M. Stull asks in this issue, and there comes the inevitable improvement in our officials, there is every reason why the democracy of an American city should far exceed in efficiency, beauty and good politics, the paternalism of German municipalities.

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In connection with the proposed plan for Rochester, it seems a wise suggestion that we imitate Dusseldorf to the extent of acquiring more land than we strictly need for our civic center, library and other buildings. The city will then receive the benefit of the increased value of much surrounding property; this will not only allow for expansion and space, but will help to pay for the erection of the new buildings. If the city improves itself, let the city reap the real estate benefits of such improvement.

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Few fire departments will admit that other cities may repeat the tragedy of the Asch Building in New York. Boston, however, has made an investigation and confesses that "luck alone" has prevented a series of similar disasters there. Our Chamber of Commerce has issued a Fire Bulletin which should do much to prevent such a horror in our city. Incidentally, however, it says, "We are assured that a tragedy like this cannot occur in Rochester." The New York Fire Department were assured that it could not occur in the Asch Building, for they found no fault with it a month previous. We must be forgiven, if in the interest of the large number of women and girls who work in our Rochester factories, we doubt the
at least until a trustworthy investigation has been made. Holier-than-thou statements are as objectionable in civics as in religion.

The Survey of New York published a few weeks ago, the report of an investigation made in the clothing factories of New York, Baltimore, Philadelphia, Chicago and Rochester, the five largest ready-made clothing cities. In comparison with the other cities, Rochester stood very high. But the wages were nothing to boast of even then. The working conditions were not bad here, but the large factories of our city were strangely singled out as having the worst toilet conditions. The proportion of women and girls in our factories was larger—over 60%—than in the other cities. We wish someone would investigate the home work done for factories in this city; we suspect the facts would terribly sting the social conscience of the community.

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If the grant of $150,000 for Exposition Park is accepted as an illustration of the "Do it for Rochester" spirit, let us admit the conclusion that such logic should have made us face long ago, that from every human, educational, patriotic and economic point of view, the grant of a few more thousand dollars for playgrounds is inevitable.

We know little children living in the busy sections of our city who have nowhere to play. We know of little children who have never seen our parks. Really, they ought not to go far from their homes. We know that the manner of life that these boys and girls are now living is fitting them for the penitentiaries and asylums. They will cost us hundreds of dollars a year then. Can we not see that humane living conditions will mean a saving of dollars and cents?

Ferrero, the Italian historian says that the day of gifts has come to America. Civic love is leading wealthy citizens to give parks and public buildings to our communities. For no sentimental reason, but for reasons of municipal efficiency, economy, and humanity we would urge that the owners of small tracts of land in the heart of our busy sections shall lease them to the children till from these sections children shall have gone forever. There are no undeserving children.

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In order that we may complete our files, will readers who can't spare the issue of November, 1910, send it to the Editor, Highland Terrace, Rochester, who, if necessary, will pay ten cents for each copy.

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Caroline Bartlett Crane is coming to Rochester! The Mayor and the Chamber of Commerce have expressed their willingness to co-operate with Mrs. Crane in her work, but who imagined that Rochester, beautiful home-making Rochester, needed that the great municipal housekeeper of America should come here! There is a Bible word which says that "things unseen are eternal" and most American cities have made a most earnest application of that text to their backyards, tenements, fire-traps, tuberculosis, dark bedrooms and their fly-loving, fever-spreading garbage barrels and dumps. We do not *see* these things in Rochester therefore they are eternal. We hope that Mrs. Crane will stay here long enough, so that we may not only *see* these things but know the vital reasons for their abolition.

THE COMMON GOOD printed a little while ago some of the unseen and unsuspected beauties of Rochester. We happen to know that this investigator has been doing this work long enough to see those beautiful and creditable things also. Emerson has optimistically written that down,

"in the mud and scum of things,
There alway, alway, something sings."

Sometimes, of course, it is the buzz of a germ-laden garbage fly, sometimes the merry laugh of a tenement child who will soon stop singing if we do not clean up. That "something sings" where so much hardship dwells, that there is love in a tenement and play on a dump is not a reason for any "let-alone" policy, but Nature's challenge and prophecy of what may be, ought to be, but can't and won't be if our civic eyes are blind.

Why Favor a City Plan for Rochester?

Edward G. Miner

President of the Chamber of Commerce, 1909

I am in favor of a City Plan, but I base *my* advocacy on grounds of *economy*. If, in carrying out such scheines, a beautiful city should incidentally result, I shall not be displeased.

I believe this city needs a plan imposed upon it to prevent the miserable and useless waste which has hitherto characterized its growth. I do not mean by this that it is different from any other American city. I simply refer to this city so emphatically because I have *seen* the waste here. I know what it has involved in the past, and, unfortunately, what that waste will cost us in the future.

By this, I don ot mean entirely willful waste. I do not mean that the Fathers who built the city, as it at present exists, did not give as full and good measure of loyal, patriotic service as any citizen offers to-day; but,—because of a disjointed scheme, because of no thought for the morrow, and because no plan was considered but that which was sufficient unto the day—this city has suffered during that time from consequent waste in efficiency of administration, and it now faces actual waste, because it is necessary to wholly replace the expenditures of that time, which, if they had been considered for even a period of twenty-five years in advance of that time, would have saved the taxpayers of the present generation several millions of dollars.

City Hall

Is this an extravagant statement? Take the City Hall!

The population of this city must have been somewhere between sixty and seventy-five thousand when this municipal building was planned. The men then at the head of affairs believed in their hearts this city would, within a generation, attain its present population. With such a hope, was it economy to plan a building of such limited capacity that it was absolutely bounded by the canal on the rear, street on either side, and the property of the county in front, so close that even the line of the county property abuts upon the steps of the City Hall?

That building cost originally, and with its subsequent additions, half a million dollars. For several years it has been inadequate to the demands, the administration of the city affairs has put upon it, and to-day, the most urgent request of the city's chief executive is that any sort of a commercial building be given him, sufficient to house the departments of the city, and enable them to perform their work with some degree of efficiency.

Would it have been a waste of money at that time if some city plan had been adopted? ground of sufficient size secured to take care of the city until it had reached a population of half a million, and a building constructed upon part of that ground, so designed that when aditional demands were made, additions could have been made which would have eventually resulted in an harmonious whole, and a municipal monument as well.

If some such plan as the proposed civic center of to-day had been adopted thirty years ago, the increase in the assessed valuation of property surrounding it would have paid by this time for whatever it might have cost.

I am opposed to the construction of additional municipal buildings until some plan is adopted which will eliminate such waste in the future.

GAS TANKS IN THE GENESEE RIVER GORGE

GAS TANKS IN DRESDEN, GERMANY

"Beauty can be secured without extravagance. Fitness and gracefulness in city buildings need be no more expensive than ugliness. I emphasize this aspect of the distinction between beauty of construction and extravagance of expense just because personally I am so firmly convinced that beauty is a commodity which the city can afford to pay for if necessary."

—President, Rush Rhees, of the University of Rochester

A city in no wise differs from any other large corporation designed to produce maximum results at a minimum of expense; yet, what manufacturer in this city to-day would consent to have the administrative parts of his business scattered over so wide an area as the city's departments are to-day.

Streets.

This is a city of one street. It is unique in that respect among the cities of its size in the United States, or anywhere else, so far as I have observed. Through the main street of this city there passes daily traffic, to such an extent that at certain points of intersection, its density is only exceeded by half a dozen cities of the United States, and these such as New York, Philadelphia, Chicago and Pittsburg.

The transportation charge from the freight house to the shop and from the shop to the purchaser is laid upon the goods and ultimately upon the consumer of those goods. How much waste is there in this city due to this congestion? It has been estimated that if there were parallel streets to Main St. on the east and west sides of the river, so situated as to afford easy and immediate relief to Main St., there would be an increased efficiency of between 10 and 15% in the present vehicular service of the city.

Take a low percentage, however,—10%. It would mean that where ten wagons, horses and men are required to transport goods now, nine could do the work. The additional, useless yearly cost of the investment and upkeep of horses, wagons, supplies and the wages of the men, are all laid upon the merchandise, and, of course, upon the consumer,—and this, simply because of a lack of foresight in planning for arteries of traffic in the city.

Parks—Playgrounds—Open Spaces.

It is admitted to-day by all that breathing places in a city are necessary and that they must be provided even though, as for instance the lower part of New York City, millons must be expended in order to clear away the buildings to provide them.

Was this recognized in the recent history of the city? Let us see!

The river bank to-day should be one of our most valuable municipal assets. The State of New York is now proposing to build for us a canal harbor in the center of the city, and, if the banks on either side of that harbor from Court St. to South Park were unobstructed, it would be commercially one of the most valuable pieces of the city's property. Yet, within twenty years, the city has allowed a railway (and, as I recall it, without compensation either to ourselves or the State) to preempt that valuable property and virtually shut out access to the east bank of the river from Court St. to the Rapids.

When the time comes, as it surely will, when the city will again assume ownership of that river bank, what sum will it cost to reimburse the railway? Could not that waste have been avoided if an intelligent plan had been proposed not more than 20 years ago?

Less than thirty years ago, the leading railway which enters this city, and which carries 75% of the city's traffic, built elevated tracks and a passenger station, designed at that time to meet the wants of the city for some time to come. It involved a considerable expenditure of money on the part of the railway and the municipality. Five years ago, that station became obsolete and so inadequate to the demands of the citizens, that it is really a menace to life to attempt to use it when it is crowded with trains. Now the corporation, at a very large capital expenditure and with a possible dislocation of real estate values, is again endeavoring to meet the wants of the city.

If a plan had been adopted thirty years ago, whereby provision could have been made for just such enlargements as are now made absolutely necessary, would it not have saved much waste to the Municipality and a corresponding amount to the Corporation. For the

Corporation is a taxpayer in the Municipality and stands its share of the burden the same as any other citizen, and, if the complaint of the Corporation is true, it stands something more than its share as a citizen.

It is just such short-sightedness and waste as I have cited that makes me in favor of a City Plan, which will, if possible, eliminate some of this in the future.

It is just such instances as this, that prove the truth of the statement, "that the actual and potential wastes each year in this country, amount to as much as the total accumulation of wealth; and that if we were to leave the possessors of accumulated wealth in undisputed possession of what they gain yearly, and could eliminate these wastes, and apply the proceeds equitably to the remaining inhabitants, no woman or child would have to work in mill or factory, store or office; no old man or woman would have to toil; no young man would have to delay his marriage, nor the head of any family be worn out by anxiety as to how he shall feed, clothe or house his dependents."

It is this waste of material, of design, of effort; waste due to lack of forethought, crude organization and administration—in a word, the waste due to inefficiency, to which I object.

Of course, the reply is, "How are you going to improve it? What are you going to do about it?" My friends,

"New occasions teach new duties;
Time makes ancient good uncouth;
They must upward still, and onward,
Who would keep abreast of Truth."

Let the past alone, except insofar as it serves as an object lesson, but for the future try to adopt some system of orderly planning that will at least reduce this waste to a minimum;—so far as it can be done by human administration.

I have heard the remark made, "Granted this is so, yet, why is it necessary to bring in outsiders? Why are we not competent to remedy it and provide a plan? We are supposed to know our needs and to be able to provide for them."

Perhaps we are, but, unfortunately, we are judged by our past performance.

As for our City Hall, would it have cost us any more if we had put it in a better place, or built it with a more pleasing exterior? We did that ourselves.

There was a time, within my recent recollection, when one of the pleasure spots of the city was the lower river. Even then we recognized it as a distinct advantage to the city. Yet, we turned it into an open sewer and left it that way until our own citizens were compelled to invoke a higher power to stop us in its pollution.

There was a time when we recognized the value of the upper river and yet we gave it away to a railway, which could have been brought to a more central location in the city at less cost than it did to bring it where it is now. Did we show much appreciation of our advantages at that time?

It would have been possible for us twenty-five years ago to have acquired the triangle at the intersection of Main, Franklin and North streets and to have relieved the congestion which is becoming more and more apparent each day at that spot. Did we show any appreciation of that fact?

We had around this city some of the most beautiful spots for building purposes that were given to any city in the United States—a plateau to the North which overlooks the Lake; the hills to the South and Southeast, the Pinnacle Range and the beautiful plots which might have lain for a residential street down to the boulevard which would have been carried along either side of the upper river. Did we plan any streets or avenues which would have given us an opportunity to take advantage of this?

Where are the most costly and magnificent residences of the city to-day? They lie along a street which runs toward the narrow point of a triangle, with a great railway on one side and a canal

on the other, flanked by switch yards and manufacturing establishments, for East Avenue runs between the two until it finally runs into the pocket at Brighton. Was this the ideal location, instead of Lake Avenue, or vastly more beautiful and advantageous sites to the south?

Are we even to-day aware of our advantages practically within the limits of the city? A foreign corporation is cutting down the forest trees and tearing away part of the Pinnacle Range, loading it into canal boats and shipping it away, although the most eminent landscape architects in the country have told us that one of our most valuable park assets is the Pinnacle Range. Can such destruction be called other than waste, ignorant, preventable waste? Waste that will cost us twice over. If so, I should be glad to be shown my error.

I am for this City Plan! Not that the plan proposed at present is ideal; not that it may not in the future be modified by a better one; but, for the reason, that if it is adopted, *some* order of procedure will be laid down for future work in this city, and then no man can go contrary to it unless he provides something better and more orderly.

I have preached the economic side of this Plan because it is that side that must be explained to the smaller taxpayer of the city and he is the one who by his votes will either accept or reject it. I believe that he can be impressed; he is intelligent and honest, and, if the right explanation is given, I know that he will accept it.

So much for the side of Economy.

I have tried to prove that my views are material; and yet, I am a dreamer when I look at this city of the future and realize what it will be when this, or some future plan, shall have been carried out; there are few cities in the world that have greater natural beauty than this, and I know that sometime this city will come into its own.

The Effiency of the Rochester Charter for Good Government

By John M. Stull

Assistant Corporation Counsel

The present Charter of the City of Rochester was the outcome of a movement that was started in the State Constitutional Convention of 1894, to secure for the cities of the state a plan of government that would correct certain well recognized defects in the municipal governmental systems then in operation; and is the result of careful study of municipal problems by a number of the best qualified students of municipal affairs within the state.

In its main features it follows very closely the general plan of city government originally outlined by a Commission appointed by Governor Levi P. Morton to prepare and report to the Legislature a bill for the government of the second class cities of the state; which Commission included, among others, Hon. James G. Cutler of our own city, and Hon. Robert Earl, formerly Chief Judge of the Court of Appeals.

The framing of an act specifying the governmental provisions for a city like ours is a work of no small magnitude. Our Charter makes a good sized volume of nearly two hundred pages, containing upwards of six hundred sections, which include, concisely stated, specific directions of the Legislature as to a good

many thousand details of city government. Its provisions fall, broadly speaking, into two different classes, first, those which outline or specify the general plan on which our city is directed to be administered, and second, those which specify detailed requirements as to matters which are not an essential part of the plan itself. A large part of our Charter is made up of detailed provisions of this latter class and notwithstanding that such provisions have no direct logical connection with our general plan of city government, many of them are very important and secure very desirable ends.

By way of illustration: the Charter provisions authorizing a majority of the property owners who are to pay for a contemplated street improvement, to select by petition filed within a limited time, the kind of improvement that is to be made; constitute a most admirable and equitable feature of our Charter; yet these provisions bear no relation to the general plan by which our city is governed, and would be just as consistent with the Charter of twenty years ago as they are with our present Charter. Lack of space will permit no more than a brief reference to the great number of charter provisions of this kind. It must suffice to say that the wise regulation of a great number of governmental details is one of the most marked and valuable features of our present Charter, and that such provisions furnish most substantial assistance, to the good government of our city.

It is, however, the general plan of administration therein provided that gives our Charter its greatest value as a means to efficiency in city government. The most important feature of that plan is undoubtedly the concentration of power and responsibility in the hands of the Mayor. The Mayor of our city is in fact, as well as name, the responsible administrative head of the city government. He appoints the heads of the Departments of Public Works, Public Safety, Department of Law, Department of Charities, and Department of Engineering, each of whom holds office at his pleasure and is subject to summary removal by the Mayor at any time for any cause. The heads of these departments, in their turn, appoint the various subordinates and employees in their respective departments, who likewise, except in those instances where tenure of office is secured by the provisions of the Civil Service Law, hold their positions at the pleasure of the heads of their departments. The result of this system is to give to the Mayor practically complete control of all of the city departments, except the Department of Legislation, represented by the Common Council, the Judicial Department, represented by the Municipal Court and Police Court, the Education Department, which is conducted by the School Board, and the Financial Department, represented by the comptroller and City Treasurer.

Under our Charter the opportunities for graft are reduced to a minimum. All grants of franchises are required to be passed by vote of three-fourths of all the members of the Common Council; all franchises must be sold at public auction to the highest bidder, after publication of notice of sale for three weeks in the official papers; the purchase price and other terms of sale must be approved by the Board of Estimate and Apportionment before the grant takes effect; and the term of all franchises is limited to twenty-five years.

City purchases of materials and supplies costing more than two hundred and fifty dollars are required to be made of the lowest bidder, after open competition upon sealed bids, except in special instances wherein the Common Council and the Board of Estimate and Apportionment by their joint action determine it to be impracticable to secure the same by competitive bids. All contracts for the making of public improvements of every kind are subject to the same regulations and are let in the same way; purchases of supplies and materials costing under two hundred and fifty dollars, are required to be made on written

requisition of the head of the department desiring the same, on a prescribed form of order containing the written statement that the bill or claim therefor will be subject to the audit of the Comptroller; and city officials are prohibited from being interested, directly or indirectly, in any city contract.

Extravagance is curbed by our City Charter in a variety of ways. The Comptroller is required on Monday of every week to publish a statement in the official newspapers of all claims presented to him, and is prohibited from taking any action on the claims until five days after such publication. In case any city official or taxpayer is dissatisfied with the audit of the Comptroller, an appeal may be taken from the Comptroller's action to the Board of Estimate and Apportionment, consisting of the Mayor, Comptroller, Corporation Counsel, City Engineer and President of the Common Council; and upon any such appeal from the Comptroller's audit the City Treasurer is substituted as a member of that board in the place of the Comptroller.

The annual estimates of the expected cost of running the various city departments are prepared by the Board of Estimate and Apportionment and submitted to the Common Council, which after giving a public hearing to all persons wishing to be heard in reference thereto, is authorized to diminish or reject any item therein contained, except those relating to indebtedness, judgments, estimated revenues, and the items for the Department of Public Instruction, which cannot be reduced to a sum less than twenty-five dollars per capita of the total number of persons enrolled as pupils in the public schools during the preceding year. After the public hearing by the Common Council and the reduction of such items as it deems excessive, the annual tax levy based on the estimate is made; and thereupon each city department is limited strictly to the amount appropriated for it. Contracts involving the expenditure of moneys in excess of the amounts appropriated are void, and any city official making or voting for any such contract or making any requisition for materials and supplies in excess of the appropriation, is guilty of a misdemeanor.

Publicity is secured by charter provisions making all important meetings of the various city boards and departments open to the general public, and by the publication of the proceedings of all meetings of the Common Council, Board of Contract and Supply and Board of Estimate and Apportionment, in the official papers.

This is only a brief and incomplete statement of a few of the many admirable features of our present City Charter. In so far as efficiency can be secured by any mere plan of government, it would be difficult to frame a more efficient instrument than the one under which the government of our city is at present administered; its enabling provisions are broad and comprehensive, and leave the limits of city progress and governmental efficiency to be fixed only by the intelligence, diligence and good faith of the city officials; its regulating and restrictive provisions furnish an excellent scheme of city management, and effectually check many of the most common causes of municipal misgovernment.

But it is to be remembered that an admirable plan of city government is not by any means the final solution of the problem of city government. The most that a good plan can be expected to do is to facilitate a good city government, and the worst to be feared from a bad plan is that it will hinder a good city government. It would be almost as reasonable to expect to reform a bad man by pasting the Golden Rule in his hat; as to expect to reform a badly governed city by the mere adoption of a good charter. In its last analysis, the efficiency of any city government depends very largely upon the character and efficiency of the officials who are conducting the city's business. Right thinking, capable officials will give a better administration under a poor char-

ter, than will unprincipled, inefficient officials under a good charter.

It is, of course, desirable to adopt that form of city government best calculated to facilitate a good administration of the public business. Nevertheless, the personality of the officials is the most important factor in the problem; and since the voters at large are responsible for the officials whom they elect to office, the ultimate responsibility for the success or failure of city government rests with the people themselves.

The underlying cause of the mismanagement of our American cities is the lack of public spirit and absence of real interest in public affairs on the part of the average voter. Any theory of city government which attaches primary importance to any mere plan of government, and which fails to recognize that the real solution of the problem lies to a great extent in the creation of an increased general interest in public affairs and in a more general public spirit, must fail to work out in practice. As affecting municipal problems the need of the hour is not so much for improved legislation, as for an awakened spirit of social obligation, and a greater sense of personal responsibility for city management on the part of the ordinary citizen.

An Object Lesson in Municipal Government for Rochester (ii)

By Max Landsberg

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

Parallel with Dusseldorf's care for the intellectual, runs that for the physical well being of the citizens, the most important part of which is the charitable work. This work includes outdoor assistance and assistance in institutions. The first has been developed in a remarkable manner since in 1877 when the Charity Organization Society—called in Germany the Elberfeld system—was introduced. Through the self sacrificing help of many public spirited men and women a judicious treatment according to the individuality of the poor is made possible. The city is divided into about 500 districts, each under the care of a competent man or woman whose services are rendered without compensation. The direction is in the hands of a committee of citizens whose chairman is the only professional and paid officer. This officer with the assistance of a large number of subordinates prepares and executes the resolutions of the Committee on Charities. In the year 1907 the average number of persons daily assisted was 7,130, 2.75 per cent. of the population, with 387,072 M. ($96,000). The amount spent for temporary and special assistance was 166,339 M. (about $41,000), which includes the expenses for the maintenance of six poorhouses and a shelter for homeless people. Fourteen city physicians are employed to render gratuitous assistance to the poor in cases of sickness, and wherever necessary the city cares for them at hospitals. Particular attention is paid to incipient and chronic cases of tuberculosis, and for the aged and infirm who have no proper care at home there is a Municipal Asylum.

The whole municipal expense for the care of the poor and orphans, exclusive of the erection and maintenance of buildings amounted in 1906 to 1,154,580 M. ($290,000), ten years before only to 607,337 M. ($170,000). The report says that the much higher expense is not the result of increasing poverty, but of a better and more perfect care of the needy by the city. The amount spent,

DUSSELDORF—BAHNHOF UND WILHELMPLATZ

they add, would be still larger, if it were not reduced by the compulsory insurance of laborers, since introduced in the German Empire.

In the department of health, so closely connected with that of charities, great strides in advance have been made. What our Public Health Association tries to bring about here in Rochester, is already recognized as the duty of every German city, and foremost at Dusseldorf, namely, that the activity of the Board of Health should not be confined to the care of disease, but should most emphatically be devoted to preventive work. Instead of confining itself to the establishment of the medical and sanitary police, as compelled by the law of the state, the city has created a special organ for the expert consultation of all questions concerning the public health in the person of a Municipal Physician, an office held by one of the most prominent medical men. This institution first established at Dusseldorf and Dortmund has since been adopted by a large number of German cities.

Of special sanitary institutions the city maintains a laboratory for the examination of articles of food, a magnificent abattoir outside of which no slaughtering is permitted,—with which a cattle yard is connected, erected at an expense of six million M. In 1907 153,991 animals were killed there, and after deducting from the income the interest and payments to the sinking fund a clear profit remained for the city of 95,778 M. (nearly $12,000). A municipal veterinary supervises the sale of meat and meat products.

The municipal waterworks which provide the city with excellent water, were established in 1870 at an expense of $2,000,000. In 1907 15,169,626 cbm. were supplied at a charge of 3 cents the cbm. The surplus revenue after deducting interest charges and debt reduction was 859,000 M. or over $200,000. The removal of street sweepings and house garbage is done by excellently constructed wagons owned by the municipal carting plant, which also attends to the street sprinkling without letting it to a contractor. The sewer system built according to the most advanced technical sanitation has cost up to April 1st, 1907, 12,392,160 M.—a little over $3,000,000. Animal carcasses, confiscated meat and waste of the slaughter house are consumed in a municipal reduction plant. Of further hygienic institutions may be mentioned comfort stations, a laboratory for disinfection, beautiful com-

mittal cemeteries and especially the extensive promenades, parks, flower beds and "Volksparks", that is places for public amusement; which have gained for Dusseldorf the name of the Garden City.

The most conspicuous care for public health is represented by the municipal hospitals, opened in 1907 and equipped according to the most advanced methods of medical and surgical science, which in every respect satisfy in the most perfect manner the wants of the community. In 25 separate buildings they contain 725 beds. An academy of practical medicine is connected with these hospitals. In addition the city has opened in 1908 a maternity hospital, a home for infants and a model stable for the supply of unobjectionable milk. The expense so far has amounted to 6½ million M.

Like all German cities the municipality maintains a savings bank and a pawn shop. A general employment bureau is established, and in times of commercial depression executive public works are undertaken for the benefit of the community.

Dusseldorf is the first German city which in 1900 established a municipal bank for the purpose of granting loans on real estate, in order to encourage and facilitate the erection of dwelling houses by people of moderate means. Until April 1, 1907, this bank has granted 12½ million M. in loans.

To prevent an unhealthy boom in the price of real property, the city constantly increases the land owned by it, since a special fund for this purpose was established, which at the end of 1907 amounted to 19½ million M.

To improve the housing conditions the city has built 20 model tenements with 141 family dwellings from its own means, and 51 houses from foundations made for that purpose at an aggregate of 2½ million M., and it is also contemplated to build a home for unmarried men, and one for unmarried women, from municipal means and foundations. Besides the city assists building associations by supplying building lots at a very reasonable price and by loans.

A municipal house inspection and building police prevents the excessive use of building lots, allowing only a certain portion of the lot to be covered by buildings.

The Police and Fire Departments are administered without stint and made as efficient as possible.

A most interesting chapter of the city administration are those enterprises which are undertaken not only for the public welfare but also for the sake of the revenue derived therefrom for the benefit of the city treasury. In the first place are the gas and electricity works.

The municipal gas plant, opened in 1866, represents an invested capital of 15 million M. The gas produced in 1907 amounted to 28 million cubic meters and the surplus income to the city after deducting all expenses was 541,378 M. Combined with it is the electricity plant built in 1890-91 at a cost of 10 million M. The profit from it to the city in 1907 amounted to 304,543 M. The price for gas and electric light in Dusseldorf was lower than in most of the other German cities.

The street railroads, originally built by a private company, became the property of the city since 1900. In 1899 they were used by 10 million passengers; in 1906 the number transported had risen to over 30 million. After having been run for several years at a loss the clear profit amounted in 1906 to 288,103 M. The purchase price and expenses for improvements is 9,648,003 M. ($2,400,000).

The enterprise of the city is evidenced by the construction of the magnificent Rhineport. The river navigation laws prohibit any profit from the income of tolls, but the port has considerably promoted the commerce and manufacturing of the city, and thereby raised the ability of the citizens to pay higher taxes and so increased their prosperity. The port was opened in 1896. In 1902 very fine docks were added and improvements are constantly made. The total expense

therefor until March 31, 1907, was 14½ million M. to which in 1908, 7 more million M. were added. The Dusseldorf port is one of the most capacious ones on the Rhine. In the first decade of its existence the tonnage of transit has been tripled, and in 1906 reached the height of 21 million ton.

Smaller municipal institutions yielding a profit to the city treasury are the wine trade in the Amusement Hall, and a burial office which owe their existence to peculiar local and historical conditions.

An important step extending the economic activity of the city has been taken in 1907 by the creation of a special fund of 15 million M. for the participation of city in business enterprises. A beginning has been made by purchasing for the city one-half of the stock of the Rhenish R. R. Company.

To carry out all these ambitious schemes, the city of course needs considerable means. In 1907 the expenses amounted to 87 million M., 59 million of which are charged to independent funds, 9 million to the administration of the debt department, and 19 million have to be provided by the city treasury. Of these 19 million about 10 are covered by diverse receipts, and the balance of about 9 million is raised by taxation.

The taxes according to the general state law are direct and indirect ones. The first are paid from income, real estate and business and trade licenses. More than half the money needed for expenses is raised by the income tax. The assessments are so made that the growing burden falls with less weight on income and trade and business licenses than on property. Since 1900 real estate is no more assessed, as before that time, according to the use made of it, but according to its valuation independent of its use, (business, manufacturing, residence). A tax, graded according to value is collected from every sale or transfer of real estate. This yielded in 1906 1,100,000 M. The tax on real property in the same year yielded 1,900,000 M., so that both together covered nearly one-third of the city's needs.

For permanently recurring expenses the amount of which cannot be estimated in advance, the policy is established to have them on a number of communal funds, specially formed for the purpose. Such exist for the erection of school buildings, for street pavements and municipal industrial works, also reserve funds and funds for management. The two last ones alone amount to 4 million M.

The means for large extraordinary expenses are raised by public loans. In 1897 the total indebtedness of the city was 30 million M. October 1st, 1907, it had risen to 108 million M., while the municipal property is valued at 135 million M. It must not be forgotten that the principal part of this indebtedness was mostly contracted for productive purposes, are investments which pay the interest from their own income and do not add to the burden of taxation.

Of 41½ million M. borrowed in 1907-1908 no less than 33½ million were used for such productive investments, as for the purchase of land, the mortgage bank, cemeteries, slaughter house, Rhineport and street railroads. The balance of 8 million M. was spent for the public health and other administrative branches.

A statement of the Munich Budget for 1908, the latest obtainable, may make more intelligible the relation of the specially established funds to the city treasury proper.

Take it all in all, the city of Dusseldorf offers an exemplary pattern of municipal government conducted without interference of any party politics on sound business principles, by patriotic men of means and high intelligence who are willing to make sacrifices of time and labor for the benefit of their community. It is rich in points which adapted to our conditions may suggest improvements in our own municipal government.

Rochester's Welcome to the Jewish Immigrants

By Horace J. Wolf.

There is a striking passage in Zangwill's "The Melting Pot," in which the young immigrant Jew, David Quixano, explains to his uncle the difference between the assimilating forces of Russia and America. The uncle, who is reluctant to admit that the separative tendencies of the Jew can be overcome, urges: "The Jew has been tried in a thousand fires and only tempered and annealed." To this David replies: "Fires of hate, not fires of love. That is what melts." For hundreds of years Russia has been trying to denationalize its five million Jews by every conceivable form of oppression and persecution; their place of residence has been prescribed, their rights to any but the humblest offices in the government for the maintenance of which they are unjustly overtaxed have been denied; their youth have been refused education, and bloody massacres have decimated their numbers. The attitude of the Russian Anti-Semite in upbraiding the Jew for not becoming Russianized is reminiscent of the hypocritical miser who kept his gate guarded by savage dogs, and then reproached his poverty-stricken neighbor with holding himself aloof. Coercive assimilation is a policy of failure, but, in a city such as Rochester, one may see the successful working out of the American theory of spontaneous assimilation. In this country, where the Jew meets with no economic or political restrictions because of his faith, he is quick to adapt its ways and customs, eager to obtain the boon of citizenship which is refused him, in "the land of the Czar" because of his religion.

What are the forces brought into play, in Rochester, in the Americanizing of the Jewish immigrant? No single institution is more potent to batter down the walls of race distinction, alien ideals and customs, divergent language or mental attitude, than the public school. By its various activities, it caters to the needs of every type of immigrant, young and old, man and woman, schooled or absolutely illiterate. Obviously, its most important work as an Americanizing force, is in its effect upon the second generation of immigrants. A large, fine school-building, such as Number Nine, equipped with the most modern educational machinery, with its library and gymnasium, ornamented with appropriate pictures, with a staff of teachers who understand the "little aliens" entrusted to their care, is a splendid interpreter of our democracy. The school is the common denominator of the children of the native American and the immigrant, making for a breaking up of race ties, and the building of social solidarity, and civic unity. Prof. Commons has said: "It is not physical amalgamation that unites mankind; it is mental continuity. To be great a nation need not be of one blood; it must be of one mind." And, here is the great service of the public school; it welds the diverse nationalities that come within the circle of its influence into a cohesive group of similar minds and wills. Further, through its pupils, the school enlarges its influence so as to embrace the home. The children take into the home-circles the American ideals and standards which they have absorbed in the class-room; so that many a foreign born parent surrenders the peculiar manners and customs which he had brought to this country the more readily, for fear of creating a gap between himself and his Americanized children.

However, the adult immigrant himself can, if he be so inclined, also utilize the public school as a medium for familiar-

izing himself with the new conditions which face him, for meeting the problems of his new environment. Through its evening sessions, the school-house endeavors to meet the needs of those who are unable to make use of its facilities during the regular hours. An evening spent at Number Nine or Number Twenty-six School will convince any adherent of the anti-immigration policy that there is no better citizenship-timber than the Jewish immigrant. Surely nothing can be more encouraging to the public-spirited citizen than the sight of these hundreds of immigrants, some only a few months in the country, young and old, coming for the most part after a hard day's work, to spell "cat, rat, mat," to grapple with the difficulties of "th" and "w." It is a most pathetic, as well as inspiring sight to see men, greybeards and youths, women, shop-girls and mothers, sit side by side, poring over their books to learn those "awfull puzzling" English words which seem to follow no phonetic rule. There is a class in civics, where The Americans of to-morrow can be seen listening open-mouthed, with almost painful attention, to the teacher's account of our form of government and its history. Classes in book-keeping, penmanship, type-writing or stenography provide for those ambitions enough to equip themselves for office-work; while dress-making, millinery, cooking, sewing and embroidery can also be learned here by those who desire and feel the need of such work. Aside from the fact that these schools aid the immigrant to meet the bread-winning problem, that they acquaint him with the elemental facts of citizenship, they more than justify their existence by virtue of the conclusions he draws from their establishment. For the most part, these Jewish immigrants come from small villages without a library, without a newspaper, without a single industry to buy their labor, and miles away from a railroad station. Intolerable conditions have driven them across the seas. At first the newcomer's struggles breed a none too friendly attitude towards "Columbus's land." But the night-school soon reverses this judgment. "What a great land is this! He, who has been the butt of the lowest Russian moujik, though a poor, lone stranger is now welcomed by people who treat him with courtesy, receive him in bright, warm, well-furnished rooms, equip him with books and papers, teach him the language of his new environment, offer to help him in his attempts to forge ahead, teach him the story of democracy's rise and the development of its institutions. Can he fail to miss the inner meaning of it all? Is it to be marveled at that he soon becomes inspired with a patriotism equal to that of the native-born American? Just because the Jewish immigrant has known what it means to suffer under a despotism, he is well able to appreciate the privileges which democracy guarantees to all its children.

Thirdly, the value of the Social Center as an amalgamating influence is hardly capable of estimation. Here, the "Americans in process" are afforded opportunities for cultural gain, for acquaintance with current local and national problems through public lectures and free discussion; here, also, is a gathering place which is a remarkable factor in the upbuilding of a kindly, neighborhood spirit and in the fostering of civic and national consciousness. Here, the newcomer learns that class and race lines, religious and political differences are to be merged in the wider horizon of common interests and single aims. The Social Center is a great object lesson on the fruits of democracy to those who have never known the meaning of republican institutions. And, just because no stratum of immigration has been so founded by the state from which it came as has the recent Jewish immigration, so none is more likely to appraise at their true value the special privileges of democracy, and to be more apt to pledge its loyalty freely. We, who have always enjoyed the blessings of a government "of, by and for the people," are hardly as well able to rate the work of the

founders of the republic as are those who have known what it means to face life in a beaureaucracy-ridden state. This is why a crowd that tests capacity assembles at the Social Center in the immigrant-congested district on some such occasion as Lincoln's or Washington's birthday; and this is why the audience voices its enthusiasm with applause and cheers that fairly shake the walls, when the picture of the Father of his Country or The Great Emancipator is flashed on the canvas. Ex-Gov. Hughes struck the correct note when, in speaking at a dinner tendered him at the Number Fourteen Social Center, in 1909, he said: "You are buttressing the foundations of democracy."

Of course there are other Americanizing forces at work in the life of the immigrant; such as the press, libraries, theatres, popular amusements, clubs, settlements and societies of various kinds—but none that are so far-reaching as the triple activities of the public school, just enumerated. Sifted, the national immigration problem is that of imbuing those who have come across the seas with the same patriotism that fills the hearts of the native-born. The ways and means for this great work are best found in the inculcation of the meaning of democracy and of the obligations of citizenship. If each municipality will bend its efforts to this task, will utilize the resources which lie at hand, the problem will be greatly simplified. Let Rochester be in the van of those cities that are conscientiously, bravely doing their share! Let us not be of those who seek to close the gates to the downtrodden and harried refugees of Europe, who long to exchange the storm of persecution for the sunshine of tolerance, who believe America will remain true to her watchword: "Come unto me all ye that lab'r and are heavily laden, and I will give you rest." It lies with us to answer the poet's question:

Old women, strong girls, swart men, soft babes
You hordes across seas hurled,
O pioneers, as one dares Death,
You dare a great new world!
You bring strong blood, and faith and love,
Stout hearts and homely traits;
What shall our country do with you—
Deal out what dooms, what fates?
Shall we judge by your alien ways,
And lose the gifts that are all your own?
Or shall we rise to grander heights
That earth has ever known?
Yea, shall we seize on you with love,
Far-building on your trust?
Are we great enough to swing to God
What Europe trailed in dust?

Colonial Architecture in Rochester

By James B. Arnold

Situated a trifle too far West, and settled a little too recently, Rochester does not possess very many examples of Colonial architecture contemporaneous with the familiar New England types. The first half of the nineteenth century witnessed the gradual transition from the finely developed lines of the Colonial style to the heavier detail of the so-called Greek revival style, and Rochester sprung up during this period. That our early architecture is more largely exemplified by these Greek style houses than by Colonial houses, is, therefore, simply a manifestation of Rochester's greater physical growth after the influence of the Colonial period had waned.

We have more numerous truly beautiful Colonial houses in Rochester's environs than in the city itself, which is easily accounted for by the greater age of neighboring towns. Canandaigua, much older, was settled during the refining influence of the Colonial period and affords to-day some of the most perfect houses to be found. Geneseo, Avon, and other towns to our South, also older than Rochester, still charm us with their attractive old houses.

In various parts of our own county the wanderer will occasionally find a simple old house of pleasing propor-

tions, imbued with the Colonial spirit, even if not entirely patterned according to its lines and details. The time when many of these houses were built perhaps may be indicated merely by types of windows or a beautiful doorway—a feature in which the early builders saw fit to concentrate most of their ornament. Many such doorways are to be found in houses which possess no other evidences of the Colonial style.

Briefly stated, the houses of this period are characterized, first by supremely good proportions and a simple mass, usually a rectangular body with plain walls perforated by evenly spaced windows. The ornament is confined chiefly to the main entrance doorway, a delicately patterned modification of Classic motives. A porch or veranda may form a part of such design, and not infrequently attains to the dignity of a portico with columns and a pediment on a level with the main roof.

The Colonial architecture in the Southern States produced a type of house having a central or main rectangular mass with subordinate wings flanking either side. This type of house is to be found generally throughout Western New York, and undoubtedly indicates a strong Southern influence on planning and exterior treatment when these houses were constructed.

The New England Colonial house is distinctly different, being as a rule, more slenderly detailed and smaller scale. This house has usually a rectangular mass without wings, and roof, modeled less after the Classic pediments than in the Southern houses, is generally carried parallel with the or street, and terminated in gables at either end. The New England Colonial house has, to use a catch word, a "quainter" exterior than its Southern prototype, which is more austere and grandiose in proportion.

Developing from this latter type, the "Greek revival" style, thriving on monumental proportions and masses, gained rapid headway in exterminating the characteristics of the earlier Colonial style. Rochester has in it to-day numerous examples of many splendid houses built in this later developed style.

Of the slender and refined New England style, we have an excellent example in the old frame house now occupied by Mr. H. A. Smith, and located on the East Boulevard, near Blossom Road, having been recently moved there from its original location on East Avenue. This old house, illustrated herewith, embodies the best characteristics of its type, elegance of proportion and beauty

THE SMITH HOUSE

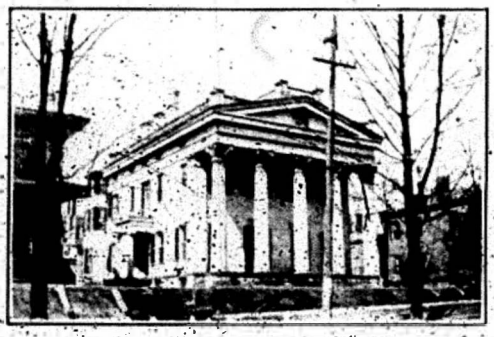
of ornament. The cornice and porch are especially beautiful and, as examples of chaste Colonial detail, have been published far and wide in works on Colonial architecture. Many porches owe their inspiration to this one, though as usually results, the copies lack the simple charm of the original. Another interesting house in this style, built in local field stone, is situated near the city line on Portland Avenue, in Irondequoit, and is now occupied by Professor R. M. Kendrick. A comparatively modern veranda of much less merit than the body of the house is insufficient, however, to rob the greater mass of the beauty of its proportion and the exquisite texture and color of its stone walls.

THE LIVINGSTON PARK SEMINARY

Of the so-called Southern manner, the old Livingston Park Seminary, shown in the illustration, is a typical example, indicating the use of a pillared portico and subordinate side wings. Its detail, slender and graceful, ante-dates the Greek revival period.

There are no other Colonial houses in Rochester more expressive of the style than these, although there are many more of interest. The Isaac Hills house on Plymouth Avenue, while of less sat-

isfactory proportions, has a most beautiful doorway and veranda, hardly second to those of the Smith house.



THE JONATHAN CHILD'S HOUSE

While Rochester has comparatively few purely Colonial houses, it has some splendid examples of the style which resulted, the Greek revival. As nearly as household requirements would permit, these houses recall faithfully the proportions and details of Greek temples. We have many illustrations of these stern and formal dwellings. They are conceived in a style dominated by such rigid rules of design that it was difficult to meet domestic conditions of planning with this inflexible medium. It is not difficult to see why the Greek revival period was a short one. The most notable house of this style in Rochester is undoubtedly the old Jonathan Childs house on South Washington Street near the canal. Contrary to best traditions, a column is placed in the center of the facade, somewhat marring an otherwise good effect, but a nice balance is struck between a ponderous mass and delicate detail. There is probably no house in Rochester more generally admired by the passer-by than this aristocratic member of the "old" school.

In new Rochester we will find many adaptations of the old styles, but it is unlikely that we will again see the Colonial style largely used, although it is an essentially American type. Simple and Puritanical living conditions were satisfied by simple and severe houses. Modern conditions, highly complex, demand a new and more elastic method of treatment, and the domestic architecture of to-day must freely meet these conditions.

Rochester Commission Government Charts: We carelessly omitted to say last month that the charts printed with Prof. H. L. Fairchild's article were made by Prof. Howard T. Mosher. They have attracted much attention outside of Rochester and we have received many requests from all over the country for the April issue which contained them.

The Muckraker

Let me go where'er I will,
I hear a sky-born music still:
It sounds from all things old,
It sounds from all things young,
From all that's fair, from all that's foul,
Peals out a cheerful song.
It is not only in the rose,
It is not only in the bird,
Not only where the rainbow glows,
Nor in the song of women heard,
But in the darkest, meanest things,
There alway, alway, something sings,
'Tis not in the high stars alone,
Nor in the cups of budding flowers,
Nor in the redbreasts' mellow tone,
Nor in the bow that smiles in showers,
But in the mud and scum of things,
There alway, alway, something sings,

—*Ralph Waldo Emerson.*