

A Critical Examination of Certain Phases of Social  
Survey Procedure.

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# A CRITICAL EXAMINATION OF CERTAIN PHASES OF SOCIAL SURVEY PROCEDURE.

## Chapter I

For the past few years the literature on social surveying has been voluminous and progressive. Since the Pittsburg Survey it is surprising how rapidly the social survey has advanced and been put to practical use. Social survey technique has been reduced to an exact science, but social survey procedure will not always be the same because social conditions change. If surveyors discover they are measuring 1922 conditions with 1900 standards they must re-adjust their methods. The object of this thesis is to discover the exact situation in regard to this point. We shall also seek to determine to what extent social surveyors have taken into consideration the responsibilities of different governmental units for measures recommended in survey reports. Have they made discrimination as to what a local community should do, and what larger bodies---the state---should do in handling community problems? Do their recommendations with respect to health, housing, recreation and education, for example, conform to recognized standards? Do they speak in specific terms or in generalities?

Before a community can deal intelligently with its problems it must know what its problems are. A community diagnosis must be made---a social survey. A social survey is a scientific

study of community conditions and problems. Aronovici defines the social survey "as a stock taking of social factors that determine the conditions of a given community, whether that be a neighborhood, village, city, state or nation, with a view to provide<sup>1</sup> adequate information necessary for the intelligent planning and carrying out of constructive and far-reaching social reforms."

The social survey regarded as a technique of social investigation has, like other scientific procedures, been gradually evolved. It has developed from mere muck-raking to a composite social investigation, utilizing all the means and methods of social analysis and discription. As first steps in social surveying Taylor<sup>1</sup> cites the old Doomesday Book, an investigation that William the Conqueror had made in the 11th century; Stow's Survey of London, published in 1598; John Howard's State of the Prisons in England and Wales, 1777, an investigation of a contemporary social situation; Booth's Life and Labor of the People of London, 1891-1897, a study similar to Howard's investigation; Kirk's Study of Providence, a survey of conditions peculiar to that city; Rowntree's Poverty, modeled after Booth's study, but not so broad; The United States Census; Allen's Modern Philanthropy, a study dealing with certain problems of modern philanthropy; Bailey's Modern Social Problems, similar to the studies of Rowntree and Allen. The first great step toward a composite survey was the Pittsburg Survey. Some others

1. The Social Survey, p. 5.

2. The Social Survey, Its History and Methods, pp 21-36.

that followed it---Springfield, Topeka, Portland, etc.---made improvements in technique and added to the popularity of the survey.

Since the Pittsburg Survey hundreds of surveys have been made of cities and rural communities, charitable institutions, industrial conditions, housing problems, health conditions, recreation facilities, social legislation, etc. Through this rich fund of experience and these several stages of growth an elaborate technique has emerged. The best types of social survey technique have been formulated with schedules, questionnaires, etc. by Elmer, Taylor, Aronovici and Chapin.<sup>1</sup>

Taylor identifies four successive steps in the composite survey;<sup>2</sup> (1) the getting of a bird's eye view of the community, that is, seeing the field as a whole; (2) the differentiation of the separate fields for detailed investigation; (3) the gathering and tabulation of the data; (4) the report of the facts to the community and to the world at large.

Surveys are of many kinds and are made for many purposes. Very few surveys have aspired to the comprehensiveness of the Pittsburg Survey, but consciously or unconsciously, all have followed in a general way its methods of obtaining facts. All social surveys, however, are not composite or synthetic surveys,

1. Elmer, Social Surveys of Urban Communities,  
Technique of Social Surveys.

Taylor, op. cit.

Aronovici, op. cit.

Chapin, Field Work and Social Research.

2. Op. cit. p. 37.

a very great percentage of them being what has been termed "segmental" surveys, that is, having to do with a single set of institutions, facts, or factors. Such are the school, church, industrial, housing, child welfare, and many other single problem surveys. In such surveys the procedure is necessarily modified. The four major steps in technique are adapted to this type of survey, though the specific methods employed may differ greatly from those represented by the composite survey.

A complete schedule is indispensable to field work. This is the mechanical device to standardize the returns, that they may be tabulated and interpreted with some degree of ease and efficiency. The defects of memory, the partiality of the investigator, mental bias, preconceived notions, may all be guarded against by proper use of a good schedule, and social conditions may be described in language of some precision. Physical sciences have their mechanical instruments of observation; the schedule is the mechanical instrument of the social investigator.

When the field work is complete, the interpretation of the data then comes. In many respects it is the most important part of the survey. For interpretation of the material must be put into systematic form, which involves editing, classification, and tabulation of the information gathered through the field work. The results of the survey should be presented to the community in a convenient and attractive form---pamphlet, book, or bulletin. Besides having the problems and recommendations for their solution presented in a report, exhibitions should be arranged

to present in graphic form the chief findings of the surveys and the problems to be faced.

This brings us back to Aronovici's definition, which holds that a survey is made "with a view to providing information necessary for the intelligent planning and carrying out of constructive and far-reaching social reforms." In other words the survey is made for a purpose, to accomplish something. It is the nearest approach to an exact measurement of social forces yet developed, but the real test of its value is supplied by the practical uses to which such measurement can be put.

The survey must get results that justify the labor expended. To get facts for the mere sake of getting facts is not good science. But facts can be made of the utmost value, if properly handled. ~~The social survey will be looked upon, in the future, as a fad or a craze that made only a passing appeal.~~ The survey must aid in civic advance or it is of no value. The survey is not an end in itself, but a means to better conditions. "When the social survey of a community has been completed; when the data concerning the various conditions and activities have been gathered and the situation in all its complexities has been thoroughly analyzed, the real work of the survey has just begun. For if nothing results from the labor expended in the gathering of all this information concerning the living conditions and activities the effort put forth in making the survey will be worse than wasted---it will serve as a detriment to any future work of this kind. The real problem connected with such a study consist§in the formulation of a constructive policy for the

community, in all its various aspects, which serves as the basis for a program of development extending over a long period of years." <sup>1</sup> The survey is a diagnosis to the end that intelligent prescriptions may be offered. Problems are not always solved by merely turning the light on them; conditions should be explained and analyzed with recommendations as to the first and later steps to be taken in their improvement. These recommendations "must be interpreted in the light of the existing conditions, and must have in view tangible improvements which are easily understood and most generally desired." <sup>2</sup>

It is bad to have a superficial survey, because its conclusions are sure to <sup>be</sup> unreliable and open to attack. Intensive investigation is essential for effective social survey work. But an intensive survey with a superficial interpretation and recommendations would be fully as bad, and often worse. To modify one's criticisms and recommendations respecting the conditions of a community because of fear of wounding community pride is extremely unscientific and renders the facts discovered and the labor expended profitless.

Speaking broadly the surveyor's most obvious fault is too much generalization, the failure to deal with details and speak in terms of specific conditions. We might say, however, that over-critical analysis is to be avoided as well as over generalization. As Chapin suggests, it "will lead to dilettantism

1. Elmer, op. cit., p. 70.
2. Aronovici, op. cit., p. 17.

and to hyper-criticism. The technique of criticism tends to become more important than the results. The tool becomes the goal. Criticism comes to exist for the sake of criticism. The result is loss of power of work." <sup>1</sup> A corrective to excessive generalization or excessive detail is to remember that investigation and criticism are a means to an end and not an end in itself.

For example, all that one surveyor felt called on to say about the teaching force of county schools covered in his survey was that "The majority of the teachers of the schools visited in this survey manifested fitness and education." All that another recommended concerning a very poor sanitary code of a large city was that "the sanitary code be revised and printed." Another took up half a page telling about the singing of the birds in the rural district when he arose in the morning. Many of them will come to this conclusion: That the conditions are poor and we recommend that they be improved, and stop with that. Consider one of the opposite type for the sake of comparison. In a recreation survey of Reading, Nolen does not say, in his recommendations, that a play ground should be secured some <sup>^</sup>where, but: "I recommend the early acquisition of Mt. Penn on the East; Neversink Mt. and Pendora Park to the South; etc.....These properties with the parkways and playgrounds already named, would constitute a good beginning. They could be added to later on and more definitely connected <sup>2</sup> than it now seems advisable to recommend."

1. op. cit. p. 23.

2. Replanning Small Cities, p. 111.

"Semi-philosophical generalizations have been hastily formulated without contact with the facts and from these glittering generalizations deductions have been made with scant results. Impatiently turning aside from painstaking accumulation of facts, social 'science' has inclined to the 'painful elaborations of the obvious'.<sup>1</sup>"

Speaking of the surveys made by the Federal Government of social conditions in the various parts of the nation, Aronovici said that the information gathered was valuable, some times productive of improvements, but, for the most part, it was merely a big accumulation of facts, fit for experts but not for the consumption of the public; and that for this reason, those surveys had fallen far short of their purpose of enlightening public opinion and facilitating public action.<sup>2</sup> We are of the opinion that this criticism could applied to many local surveys, but not so much, however, to those that have been initiated and carried out by the communities themsleves.

Social situations are different in different localities. For one survey to be almost identical with another indicates lack of accurate and critical work. The same problem may be studied but the same facts will not be secured. Communities have individualities,<sup>and</sup> this fact must be recognized in all fruitful survey work. Its rate of progress, its conditions now as compared <sup>with</sup> ~~to~~ other communities, the character of the popula-

1. Chapin, op. cit., p. 5.

2. op. cit., p. 9.

tion and rate of increase, attitude toward problems being dealt with and ability to grasp the means of progress, all must be considered.

It is all very well to have a complete program but such a program often goes beyond the resources of the community. To attempt something beyond their possible reach would be detrimental to progress. Neither must anything be advocated that is so radical as to be impracticable. A selection must be made, choosing the most pressing needs. This can be done and the complete program kept in the background, to be promoted as the opportunity offers. This may be necessary while stimulating the people into a "reform frame of mind". In any case the people must be kept in mind. The average man can not be expected to grasp the whole program, beyond the broad outlines. But it is necessary to reckon with him, because his co-operation and confidence are indispensable. Otherwise the reshaping of social conditions of which he is a part can not be expected.

The standards by which the surveys have been judged were derived from recognized authorities on the various social problems coming within the scope of social surveys. A surveyor should not only be acquainted with the approved standards in the field he is surveying and apply these, but he should encourage the use of even better standards, where feasible. But the surveys were criticised only on the basis of standards which have been put into actual use and approved by the best authorities.

A survey that was made in 1910 was not judged by the standards of 1920. We attempted in all cases to judge a survey by the standards of the time <sup>when</sup> the survey was made. These could be determined by a comparative study of the surveys themselves; for example, the earliest housing survey considered in this study recognized the need of a state housing law, and it would therefore not be unfair to expect the others to do the same. Likewise the Lawrence, Mass., survey, made in 1911, emphasized the need of various types of specialists on a board of health, and surveys made since then ought to at least exhibit an acquaintance with the standards applied in that survey.

We were necessarily liberal in many respects. In choosing standards for our criticism, we were necessarily obliged to reject those over which there was controversy. Consequently many of the standards employed herein are out of date in some respects. Especially is this true with reference to state co-operation. We were also liberal in judging a survey by the standards adopted, giving it the benefit of the doubt in every case. In many respects when a standard measure was suggested or even implied in the report, the surveyor was given full credit for it, when in reality the need of such measure should have been demonstrated. It may be necessary for a surveyor to be brief in his report of facts and recommendations, but that is no excuse for vagueness.

In appraising the surveys, we first lay down the standards to be applied as criteria, discuss a few typical surveys in detail, in the light of these standards, and then present a table characterizing and appraising all the surveys covered by the study which dealt with the particular group of problems under consideration.

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## Chapter II

### Standards of Public Health.

That individual health is vitally dependent on the social group is now generally recognized. In other words, health is very largely public health. A person can not be sick and not in some way affect others, and in the case of an infectious disease the whole group is in very real danger if the case is not discovered in time to check the spread of the malady. The up-to-date health officer no longer speaks only in terms of environment, general cleanliness and fumigation as a protection against disease, but of specific cleanliness and prevention. When a health authority fails to grasp the social nature of disease, he does not understand his problem and his work can not be very productive of results.

In brief the prevention of infectious diseases is accomplished by:

- (1) Breaking the channels of communication by which the infective agent passes from one person to another.
- (2) Rendering persons exposed to infection more resistant, by the use of vaccines.
- (3) Increase the natural resistance of persons exposed to the disease, by enhancing their vitality.

These principles are put into force by a public social-medical organization, which we will discuss later, through education, <sup>and</sup> controlling, purifying and preventing pollution of the

air, water, milk, meat, soil and houses. All these things are connected and cannot be handled separately, consequently they must be dealt with by co-operative efforts planned and directed by some centralized or comprehensive organization.

The connection of housing with health is apparent, but, ordinarily, housing is given little attention in a health discussion. Because of the economic interest connected with housing, progressive legislation has been retarded. But a thorough study of the health conditions of any community will lead to a study of housing. Health officers are concerned principally with the ventilation, heating of buildings, water supplies, sewage disposal, infectious diseases and personal hygiene.

There should be no ill-lighted rooms in a residence. Disease germs thrive where there is no sunshine, and sick people are retarded in recovery by being in damp and dark rooms. The air should be kept pure by a good system of ventilation, the temperature should not be too high nor too low nor the moisture excessive. For occupants to be comfortable and healthy a house must not be overcrowded. The tenant does not always have control of these conditions, and the landlord should be forced to comply with laws that provide for them.

Proper bathing and toilet facilities must be provided for every person. Where there is a communal water supply every house should be required to have sewage connections. Where this is impossible a properly built privy, screened to exclude flies, or a well designed cesspool should be required.

Especially in tenement houses, hotels and lodging houses care should be taken to assure sufficient toilet facilities and to prevent their use in common by both sexes. In any case, they must be clean and conveniently located.

Other waste material such as garbage, rubbish and street refuse, must be disposed of in some way. Garbage, which will decay and attract flies and other disease carriers, should be separated from that which does not, such as paper and tin cans. But all refuse must be disposed of by dumping, reduction, incineration, or some other ~~form of~~ process. For large communities reduction by means of steam is quite advantageous. Incineration--the burning of everything except metal and glass---is used widely. The heat generated in incineration may be used for other purposes also.

Food inspection is becoming more and more general, and the legal regulations in this matter should be developed and extended. Many diseases are caused by impure ~~food~~, milk, water, meat and vegetables. Some are caused by bacteria in food or drink, as in the case of milk or water. But in the case of meat, for example, disease may be caused by a post mortem infection as well as by the use of meat from diseased animals. The government should inspect every sort of food offered for sale in order to prevent such infections. Cities are compelled to import much of their foodstuffs from outside sources and little can therefore be known concerning these sources and the health

dangers incident thereto.

Milk especially must be handled with the utmost care. When consumed in the cities it is never fresh from the cow, and is rarely delivered directly from the producer to the consumer. To give people milk that is safe requires that handling of the milk in the dairies, on the transportation lines, at the milk depots, and on the retailer's wagon be sanitary in every respect. Dairymen frequently feed improper pabulum to the cows when the best feed is scarce or expensive; milk either chemically treated or from improperly nourished animals is unwholesome. Pure bottled milk and fresh milk are the best. The fewer the bacteria the better, but milk containing over 500,000 bacteria per c.c. is dangerous.

"Certified milk" is produced under the best obtainable conditions, in sanitary buildings, from healthy tuberculin-tested cattle, and handled by healthy men, with sterile instruments and utensils, in surroundings of scrupulous cleanliness. Many other requirements are also insisted upon and maintained by frequent inspections and milk examinations. The work of the New York County Milk Commission is a good example of public control to secure the proper handling of milk supplies and maintaining the best of standards. Milk must be sold the day it reaches the city, and it must reach the city within thirty-six hours of production. There is a specified cap for sealing, and on this cap is the date and name of producer. A sample of the milk is inspected every week, and the dairies are inspec-

ted whenever the commission wishes.

Meat inspection is necessary for the same reasons. The Federal Meat Inspection Law does not apply to meat butchered and sold within the state. Many states have such a law, however. The Federal law provides for the inspection of slaughter houses, packing houses, meat canning and other similar establishments, and for the inspection of animals before and after they are slaughtered. The sanitary conditions of such establishments and the health of employees therein are also under the control of this law. Any state meat inspection law should cover much the same ground and have the same objects.

Water supplies may be polluted by vegetable and animal refuse, <sup>the excreta of</sup> ~~waste from~~ human beings, and waste from factories. Whenever there is a doubt about the purity of the water it should be examined, and purified or condemned. When a complete sanitary analysis of water is made, it covers: 1. a physical examination to determine color, turbidity, odors and taste; 2. a microscopic examination to determine the numbers and character of the particles in suspension, especially algae; 3. a chemical analysis to determine the nature and amount of chemical impurities; 4. a bacteriological examination to estimate number and kind of bacteria; 5. a sanitary survey of water-shed, including methods of collecting, handling, storing, and distributing the water. To purify water, slow-sand filters, mechanical filters, and pressure filters, have been used by small plants. Sterilization, a method of purification by the use of a disinfectant in water, is expensive and used only <sup>by</sup> ~~the~~ larger

cities.

Although health is largely a matter of public concern we must not conclude that personal health may be neglected. The individual's responsibility is as great as that of the community. He must keep as clean and healthy as he can, and co-operate with every one else to maintain high community standards. The work of a public administration would be futile if personal hygiene were neglected.

Child Hygiene and Infant Mortality. Child hygiene covers all matters which pertain to the physical well being of children before the period of adolescence. Preventing the waste of life at its beginning is essentially a part of any public health program. The causes of infant mortality are complex and closely related to community life and environment. The individual alone can do little.

"Public health work in baby care should consist of one or more of the following factors:<sup>1</sup>

- (a) Prenatal work.
- (b) Baby health centers or infants' milk stations.
- (c) Home visiting by nurses.
- (d) Mothers' conferences.
- (e) Little Mothers' Leagues.
- (f) Public health education, including lectures, educational literature, pamphlets and newspaper articles."

"The functions of a well organized bureau of child hygiene should include:<sup>2</sup>

1. Park, Public Health and Hygiene, p. 681.
2. Park, op. cit. p. 669.

1. Regulation and standardization of obstetrical procedure by:
  - (a) Education, and licensing and control of midwives.
  - (b) Supervision of standards of lying-in hospitals.
  - (c) Provisions for maternity nursing.
2. Prenatal work including:
  - (a) Establishment of prenatal or maternity hospitals.
  - (b) Supervision and instruction of expectant mothers.
  - (c) Essential legislation for the protection of women of child bearing age or pregnant women in industry.
3. Reduction of infant mortality by:
  - (a) Measures outlined under (1) and (2).
  - (b) Instruction of all mothers of children under one year of age with necessary health supervision.
  - (c) Re-adjustment of social, economic and environmental conditions.
  - (d) Education of young girls in personal hygiene and in the care of infants.
4. Health supervision of children of pre-school age by:
  - (a) Maintenance and supervision of day nurseries.
  - (b) Supervision and institutions caring for dependent and delinquent children.
  - (c) Health examination and follow up work of children of pre-school age.
5. School medical inspection by:
  - (a) Health supervision of all children of school age.
  - (b) Establishment and maintenance of standards of school hygiene.
  - (c) Establishment or supervision of adequate facilities for the treatment of defects or illness of children.
6. Child labor.
  - (a) Establishment of legal standards controlling the employment of children.
  - (b) Supervision of children under sixteen years of age engaged in industry.
  - (c) Establishment of health standards essential for the issuance of employment certificates."

School Medical Organization. The state has decreed that all children must attend school. This puts in the same category all classes of children in all kinds of conditions. It is recognized that medical inspection and treatment are absolutely necessary to safeguard their mental and physical welfare. This supervision must not be restricted to prevention and treatment of contagious diseases. It should include periodic physical examina-

tion with the aim of discovering any defects that may be a handicap to progress in health or education. Once a year in Cleveland a thorough examination is made of all school children, teachers and parents being advised of the results. Special defects and first symptoms of disease or illness are noted and reported by the teacher.

There are four types of school medical inspections: 1. that conducted by physicians alone; 2. that conducted by physicians and nurses; 3. that conducted by nurses alone; 4. that undertaken by teachers alone. The employment of a school physician without a nurse is of doubtful value, as the results of such procedure are usually of a statistical value only, as the lack of adequate follow-up work largely defeats the aims of any system of medical inspection. In small communities a nurse without a physician but in co-operation with the teachers and parents, is often employed, although she is handicapped without a physician.

Each child should be examined at least once a year. Every morning the teacher should make an inspection of her room and report anything unusual. The nurse or physician or both should visit the school every day. Special cases should be attended to until dismissed as cured. Minor defects should be treated. The nurse should make visits to the homes of children suffering from physical defects, whose parents have neglected to provide proper care. At these visits she should instruct and advise parents regarding the need of treatment and the hygiene of the

home and the child.

A report should be kept of all work. Proper instruction in hygiene should be included in the school curriculum, and should be supplemented by tooth brush drills, etc. If possible there should be special classes for underfed children, or for those with special defects such as tuberculosis. There should be one nurse for every two-thousand children. Well equipped laboratories and dispensaries for carrying on the work are essential. A sanitary survey of the school <sup>building</sup> should be made before the school opens each year to determine what is needed in the matter of repair and improvement.

Rural Health. There is little essential difference in rural and urban health problems. The same diseases prevail in both types of communities, and the same human nature exists. It is a mistake to assume that a rural community is more healthy than a city. The principles laid down apply to rural districts as well as urban communities. The application may be a little different, however. The health board, if only doing rural work, will of necessity have to be a modified one. It matters not who handles rural health problems, so long as they handle them according to the best standards.

The Public Health Organization. Health is a matter of public concern, and must be treated as such. Only through centralized co-operation can a healthy community be realized. Through education or through passive advice alone nothing very substantial can be accomplished. We must have a hard working set of

experts formed into a public organization with powers to do something constructive. They should exercise supervision over public water supplies, public food supplies, and public milk supplies. They should have sanitary supervision over both public and private phases of the environment, i.e., the housing conditions, the streets, etc. Especially should they have supervision of all infected persons. Part of their duty will be to direct the education of every one, especially school children and mothers, in public and private health matters. The organization should work all the time and that work should be directed toward prevention rather than toward the treatment of disease, although the latter must not be neglected. The work of a health officer is no longer concerned with the mere control of epidemics and the suppression of nuisances, but with "the prevention of diseases, the correction of remediable defects, and the promotion of hygienic habits of living. The newer public health work teaches parents to take care of their babies, and to bring up the children in correct habits of diet, play, work, and rest. It supervises the mode of living of adults who are subject to tuberculosis and other weakening diseases. It consists largely in the personal education of individuals, especially mothers. Parents and householders with financial means seek advice from family physicians, but about one-quarter of all the people can not afford to buy the services of a physician except for cases of disabling sickness. These people go unadvised and unled in health matters unless the department of health reaches

1  
them"

It is practically impossible to lay down specific standards for a board of health. The population of the district, its size and composition will have to be considered. But there are many principles which we can definitely lay down as applicable to any public health organization. A city, as we have seen, may be able to take care of itself but some system of state control must be put into operation that will reach every <sup>rural</sup> community and school district. The department of health has no place for any but expert workers. An ordinary practicing physician does not usually have the training to fill properly any position in an up-to-date health department. He will be lax in the enforcement of regulations for fear of hurting his practice, and even if he should give up his practice he is usually not fitted for public health administration without some extra training.

There should be a central office with a director in charge. This should be the headquarters of the entire staff, and here all records should be kept. This office should have its staff of experts. There should be enough of these experts, with assistants, to cover the territory, systematically and efficiently.

The head of this organization should be a trained administrator. He will be employed in the planning, directing, and coordinating of all the work. The administrator would not be pri-

marily or necessarily a physician, but a socially minded business man, with a knowledge of the whole department and its workings in every part of the district. Under him should be the several divisions: The epidemiological, sanitary, engineering, vital statistics, laboratory, and educational divisions. Each of these has definite functions.

The department needs for its work laboratories, clinics, dispensaries, etc. These should of course be well equipped. There must also be a series of health centers to which people should be encouraged to come for medical examination and advice. These may be connected with neighborhood organizations, or they may be located in school houses. Hospitals or dispensaries may also serve as health centers. The main duty of the physicians at these centers is to examine and diagnose cases. There must also be a nurse or nurses.

There might also be health centers for special diseases, or for a small group of diseases, or for people of a certain age--for example, tuberculosis clinics, infant welfare clinics, clinics for the examination of school children, expectant mothers, or people suffering from venereal diseases. But a general health center with a good physician and a nurse is the best organization. Follow-up work by the nurse is necessary. This work should be in conjunction with the schools and the central organization, in order to be most effective and not duplicate work or leave necessary work undone. The center must also secure material aid for patients, when necessary, calling

in the service of social organizations to take care of people in want of food and clothing.

It is the duty of the epidemiologist to prevent and control epidemics. He deals with infectious diseases wherever found. No community can expect to protect itself from infectious diseases and epidemics without the aid of a trained epidemiologist.

The public health engineer works in conjunction with the epidemiologist. He is charged with the <sup>responsibility of</sup> safeguarding of water, food and milk supplies against pollution by the discharges of people with infectious diseases. He must also see to the extermination of flies and their breeding places.

As we have said several times, a record must be kept of all work done by the health administration. Here is where the statistician comes in. Hill describes him as "the most indispensable man on the staff." He is the book-keeper for the health of the people. He should be a scientific business man. He must collect facts, prevent waste, keep records of money spent, of deaths, of marriages, of contagious diseases. He should be able to show where the diseases are, not where they were. He should know of the resources of the organization, of everything that is necessary to a proper appreciation of what can and should be done in a given situation.

The bacteriologist is to examine "specimens" and "cultures" from people to ascertain their diseases, if any. He analyses samples of food, water and milk to determine their cleanliness and bacteria counts.

We have already described the functions of the public health nurse. Every nurse must be trained in her profession. There should be enough of them to do the work required. Every individual should be able to obtain the services of a nurse, in his community. No public school should be without one.

Public health education is directed by the publicity man. He should have equipment and helpers enough to cover his territory properly. It is up to him to develop public opinion on public health matters, utilizing all the available agencies for this purpose.

Of the eighty surveys covered in the present study, thirty-two deal with health problems of the district surveyed. There are seven that deal with health problems alone. These are the Hoboken,<sup>1</sup> St. Joseph,<sup>2</sup> Ithaca,<sup>3</sup> Topeka,<sup>4</sup> Springfield,<sup>5</sup> White County,<sup>6</sup> and Rockford<sup>7</sup> surveys.

The Springfield, Ill., survey, doubtless the most thorough study made of the health situation of any city, was <sup>directed</sup> made by an expert sanitarian and represents a full recognition of public health problems, covering every detail necessary in such a survey. Its topics are: life waste in Springfield, fundamental facts regarding Springfield, infant mortality, contagious di-

1. Deaderich, A Sanitary Survey of Hoboken, N.J.
2. White, Report of Sanitary Survey, St. Joseph, Mo.
3. Schneider, A Survey of the Public Health Situation, Ithaca, N.Y.
4. Schneider, A Public Health Survey of Topeka, Kansas.
5. Schneider, Public Health in Springfield, Ill.
6. Foster, A Health Survey of White County, Ill.
7. Skoog, Sanitary Survey of the City of Rockford, Ill.

seases of children, the Springfield Tuberculosis situation, typhoid fever, venereal diseases, city water supply, food supply, the sanitary conditions, the health service, etc., with large appendices. There is a well worked out plan for a health department, with proper recognition of the necessity of experts and laboratories. The new public health point of view is kept in mind through out the survey.

The Topeka survey was made by the same man and is just as thorough, covering the same ground. There is a well worked out plan for a public health department with the necessary complement of experts and equipment. The county is to be the administrative unit.

The Lawrence, Mass.,<sup>1</sup> survey is equally thorough, with a constructive policy for the future formulated. It goes into great detail in describing the milk and water situation, with all their relations to public health. It covers the inspections of dairies, bottling plants, pasteurizing plants, and producers, sources of the water supply, filtration, sewage and garbage disposal, store waste and dumping grounds, with tables of tests in every part of the city. The sanitation of the city is thus completely and thoroughly analyzed. The survey presents a good analysis and appraisal of the board of health and its work. Its recommendations are not as good as those of the two surveys discussed above, but that is because it was made several years previous to them. There

1. McLean, The Lawrence Survey, Mass.

is a recognition of the need of a centrally organized board, with necessary experts and equipment, according to the standards then accepted by public health men.

The Hoboken survey is a fairly good pathfinder survey. The health and sanitary condition of the city are viewed as a whole, though somewhat vaguely and indefinitely in certain details. For example, the discussion of tenement house conditions is limited to the description of five tenement apartments. An appraisal is made of the board of health; its deficient organization is clearly recognized and demonstrated, with the specific defects pointed out. But a constructive plan is not presented. It is not even stated that a staff of health experts is needed. One would infer from the report that such an organization was deemed desirable, but a surveyor should not speak in indefinite terms, for a constructive policy should be formulated with concise plans.

The Belleville survey<sup>1</sup> gives a rather superficial analysis of the health situation. Vital statistics, water inspection, food supply, physical examination of the school children are the topics discussed. Some vital phases of the situation are not mentioned; the health problem of the town is not treated as a whole. A full-time health officer is recommended for the county and town combined. This is all that is said of a board of health. There is nothing about state co-operation, clinics, or a complete staff of health experts.

1. Burgess and Sippy, Belleville Social Survey, Kansas.

In the Fargo survey<sup>1</sup> health is taken as a matter of environment and discussed in a rather superficial, incidental manner, along with other things.

Some of the rural surveys fail to mention health at all, apparently not recognizing that public health problems exist in the country.

1. Elmer, Social Survey of Fargo, N.D.

PUBLIC HEALTH SURVEYS.

Survey	Scope of Survey	Nature of Recommendations
Rural Survey in Tenn. 1910.	Mentions health only incidentally to other things of the survey.	No recommendations on health.
Ohio Rural Life Survey, SW O., 1910.	Mentions health only incidentally to other things of the survey.	No recommendations on health.
The Lawrence Survey, Mass., 1911.	All the field completely covered in sufficient detail.	Approved standards with constructive program.
Springfield, Mo., 1912.	Superficial and inadequate recognition of the problem, with only general observations.	No specific program; recommendations almost negligible.
Ohio Rural Life Survey, SW O. 1912.	Mentions health only incidentally to other things of the survey.	No recommendations on health.
Newburg, N.Y. 1913.	All the field completely covered, though briefly.	Approved standards applied but not thoroughly.
Belleville, Kas., 1913.	Statistics on deaths, water and sewerage. Short paragraph on contagious diseases.	Approved standards but no plan for a board of health presented.
Hoboken, N.J., 1913.	Pathfinder survey of all the field.	Approved standards but no specific program or plans for health board
Rural survey of Grange Township, Iowa, 19--.	Mentions health only incidentally to other things of the survey.	No recommendations on health.

## PUBLIC HEALTH SURVEYS (Con)

Survey	Scope of Survey	Nature of Recommendations.
White County, Ill., 19--.	Survey is supposed to be comprehensive, but deals in terms of general health and environment.	No specific program, but speaks in terms of legislation.
St. Joseph, Mo., 1914.	Survey of the water and milk supplies, and sewerage. A short paragraph on contagious diseases.	Approved standards, but no plans for a board of health.
San Diego, Cal., 1914.	Pathfinder survey of the health situation.	A few general suggestions but no specific program.
Lawrence, Kansas, 1914.	Statistics on contagious diseases, water and milk.	General suggestions; no specific program presented.
Topeka, Kansas, 1914.	All the field completely covered in sufficient detail.	Well formulated program with approved standards.
A Rural Survey, Swan River Valley, Manitoba, 1914.	Fair recognition of the whole field in a general way.	No specific program; recommendations almost negligible.
Ithaca, N.Y., 1914.	Pathfinder survey of the health situation.	Approved standards, but no specific program.
Fargo, N.D., 1915.	Survey made of sewerage and garbage disposal, milk and water supplies, but not adequately.	No recommendations on health.
Springfield, Ill., 1915.	The field is completely covered in sufficient detail.	Approved standards with excellent constructive program.

## PUBLIC HEALTH SURVEYS (Con).

Survey	Scope of Survey	Nature of Recommendations.
Rural Survey of a community in NE Minn., 1915.	Only a few general observations made regarding health.	No recommendations on health.
Survey of a Community in Red River Valley, Minn., 1915.	Mentions health only incidentally to other things of the survey.	No recommendations on health.
Three Rural Townships in Iowa, 1915.	Privy conditions and water supplies. Health is taken as a matter of environment.	No recommendations on health.
Rural Survey of Lane Co., in Ore., 1916.	A general discussion of health as a matter of environment, a general, not specific, health.	No recommendations on health.
Rural Survey of Morgan Co., Mo., 1916.	A general discussion of health as a matter of environment, a general, not a specific, health.	No recommendations on health.
Cleveland, Ohio, 1916.	Survey of the health of the school children and the school health organization.	Approved standards, with constructive program.
Rockford, Ill., 1917.	Survey is mainly on sanitation, but contagious diseases and need of hospitals is discussed.	Approved standards, but only part of the field covered.
Rural survey of a Co. in Kas., 1917.	Survey on maternity and infant care, but no mention of clinics.	A few recommendations, but almost negligible.
Rutherford County, N.C., 1918.	Only a few general observations made regarding health.	A few general suggestions but no specific program.

PUBLIC HEALTH SURVEYS (Con).

Survey:	Scope of Survey	Nature of Recommendations.
Minneapolis, Kas., 1918.	Milk inspection, sewer system and outhouses surveyed.	A few recommendations on general sanitation and school inspection.
Armourdale, Kansas, 1919.	Survey of general sanitation, sewer system, and milk inspection. Speaks in terms of a general health.	No recommendations on health.
Stillwater, Minn., 1920.	Gives statistics on contagious diseases, dairy inspection and loss of lives by illness.	No recommendations on health.
City of Jackson and Madison Co., Tenn., 1920.	All the field covered in a bried but thorough way.	Approved standards and constructive program.
Rockford, Ill., 1920.	A good pathfinder survey of the whole field.	Approved standards and constructive program.

Of the thirty-two surveys in this table twelve do not present recommendations or suggestions for the future; seven have formulated a specific policy for the future in conformity with approved standards; thirteen offer a few suggestions, which, however, are general, superficial or lacking in comprehensiveness. The seven good surveys were made of large cities and by experts.

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### Housing Standards.

It is unnecessary for our purpose to discuss in detail the standards of good housing. We will, however, present some of the more important features of a standard housing program, for use as a criterion in the evaluation of housing surveys covered by this study.

There are two sides to housing reform, restrictive and constructive. A survey should give full consideration to both of these. "Restrictive housing legislation aims to prevent the erection or maintenance of bad houses through the establishment and enforcement of minimum standards of light, ventilation, sanitation and safety. Constructive housing legislation creates the mechanism through which the community itself undertakes to provide suitable houses at cost for such of its citizens as need them. The community may act either directly or

indirectly." <sup>1</sup> If a housing shortage exists, some recognition should be made of it and a tentative plan for solution offered.

Lawrence Veiller's Model Housing Law, which we have already discussed, can be taken as a standard for restrictive housing legislation; it has been recognized as such by practically all housing authorities.

The Model Law may be divided into three parts: (1) structural requirements for dwellings hereafter erected; (2) structural requirements for dwellings already erected; (3) maintenance requirements. Under the first head are included provisions for (a) light and ventilation, taking into consideration the area of the lot, height of dwelling, rear and side yards, courts, area and height of rooms, window area, access to toilets, etc.; (b) sanitation: cellars, basements, drainage, water supply, water closets, sewer connection and plumbing; (c) safety: all buildings over three stories to be made of fire proof material; no tenement to be built of wood; suitable fire escapes, stairways, roof egress, elevator and dumb-waiter shafts, etc. In the legal provisions respecting existing buildings, the attainable, or a compromise between the desirable and the actual, is the guiding principle. Under maintenance requirements are provisions regulating ligh-

1. Wood, op. cit., p. 60.

ting, cleaning, repair work, garbage disposal, janitor work, etc., The Model Law also contains provisions specifying penalties for violations, administrative responsibilities for enforcement, frequency of inspections, etc.

All the structural requirements of the Model Law are specified in exact terms. But substitute provisions are included which embody lower or higher standards adapted to unfavorable or favorable conditions, as the case may be. The author had in mind what was most desirable under all circumstances. The Law does not demand houses that would be too expensive to build or rent. It is so framed as not to violate Federal or state constitutions. It does not embody an unattainable ideal but a workable model. Another excellent feature of the law is that it applies to all classes of houses in which people live, in cities of 10,000 or over, and not alone to tenements.

It is contended by some housing authorities that on account of the high prices or rents which must be charged for houses built under standard housing laws, government aid, especially in the form of cheap money for building enterprises, *is requisite* to the provision of standard housing for the lower income groups. This brings us to the constructive phase of the housing problem. There have been many types of constructive programs proposed and carried out in one place or another. Mrs. Wood in her book, The Housing of the Unskilled Wage Earner, discusses these and shows what has been accomplished in different states and countries. She also presents a plan of her

own, with the state as the agent, working through the local community and with the aid of the Federal Government. While we cannot lay down any plan as a standard by which to judge a survey, still the surveyor should recognize this phase of the problem when it enters into the conditions under investigation.

Twenty-three of the eighty-surveys deal with housing problems of the district surveyed. Eight of them deal with housing alone. The Springfield, Ill., survey<sup>1</sup> recommends the Model Housing Law for that city, and appraises the housing conditions of the city in terms of the standards embodied in this law. The Plainfield and North Plainfield survey<sup>2</sup> is a good pathfinder survey and the recommendations are good. A state law is recommended and it is likely the surveyor had in mind a law embodying standard housing provisions. The surveyor recommends small one-family houses to take the place of the tenements and to relieve the overcrowding, but no plan<sup>3</sup> for getting these built is offered. The Philadelphia survey<sup>3</sup> is not intended to be a comprehensive survey. The surveyor was apparently acquainted with the best of standards, and although nothing is said of the Model Housing Law, a state law is recognized to be the proper sort of legislation. The Philadelphia Housing Association is interested in both the restric-

1. Ihlder, Housing in Springfield, Ill.,
2. Brown, Housing Conditions in Plainfield and N. Plainfield, N. J.
3. Ihlder, Housing in Philadelphia, Pa.

tive and the constructive phases of the housing problem, and both are discussed in its report. Another pathfinder survey that proposes both constructive and restrictive measures, in discussing the housing problem, is the Rockford survey.<sup>1</sup> To relieve the shortage of houses several possible programs are presented with the surveyor's judgement of their merits and the means of their execution. The Model Law is recommended, but much of the responsibility for bettering housing conditions is placed on the local community. The city ordinance is criticised from the <sup>standpoint</sup> standpoint of the standards of the Model <sup>Law.</sup> Law.

The Newburg survey<sup>2</sup> is short but the problem is realized and a definite program for its solution presented. The recommendations are standard. A state housing law in cooperation with other third class cities of the state is advocated.<sup>3</sup> The Texas survey covers the problems of the main cities of the state in a broad general way. The Model Law is recommended as a basis of legislation to relieve the housing evils.

Many of the other surveys recognize the evils of the housing situation in a more or less adequate manner, but do not present specific recommendations, or a constructive housing Policy for the future. The survey of ~~the~~ three Rural Townships in Iowa is one of this character. It recognizes that

1. Eldridge, Rockford's Social Problems, Ill.

2. Potter, The Newburg Survey, N.Y.

3. Briggs, The Housing Problems in Texas.

4. Pierce, Social Survey of Three Rural Townships in Iowa.

a rural district has housing problems just as has a city. But no recommendations for improvements are offered. Housing is considered as an item of sanitation. The San Diego survey<sup>1</sup> says that the city might become a landlord by developing low priced housing accommodations, but stops with that; no suggestions for restrictive legislation are offered.

The Hoboken survey is a sanitary survey and ought to have given more attention to housing, even if only in a general way. A description of the conditions of five tenement houses is given, with these comments: "The state laws give local boards considerable authority over the sanitation of tenements. There is ample evidence that the board of health is not making the best of its authority. The five apartments inspected had each an inside bedroom having absolutely no outside lighting or ventilation." The problem of the conditions as a whole in their relation to health and sanitation is not fully recognized.

1. King, Pathfinder Social Survey of San Diego, Cal.

## HOUSING SURVEYS

Survey	Scope of Survey	Nature of recommendations
Lawrence, Mass., 1911.	The field is completely covered in sufficient detail.	Approved standards, with good program presented.
Fall River, Mass., 1911.	Pathfinder survey, with special emphasis on the existing legislation and its defects.	Approved standards, with good program presented.
Texas, 1911.	Pathfinder survey of the housing conditions of the main cities of the state.	Approved standards, with program presented though very briefly.
Rural survey of SW O., 1913.	A few general observations regarding the conditions.	No recommendations.
Hoboken, N.J., 1913.	A description of the conditions of five tenement houses.	Recommends that the sanitation of tenements be supervised.
Newburg, N.Y. 1913.	A good pathfinder survey of the whole field.	Approved standards, with program presented though briefly.
Lawrence, Kas., 1914.	All the field covered in a good pathfinder survey.	Approved standards, with good program.
San Diego, Cal. 1914.	A very brief pathfinder survey of the whole field.	A few suggestions but no specific program presented.
Plainfield and N. Plainfield, N.J., 1914.	A good pathfinder survey of the whole field, showing the connection with health.	Approved standards, with good program though brief.

## HOUSING SURVEYS (Con.)

Survey	Scope of Survey	Nature of Recommendations.
Springfield, Ill., 1914.	The field is completely covered in sufficient detail.	Approved standards, with good program.
Rural survey of Three Townships, Iowa, 1915.	A good pathfinder survey of the conditions, showing connection with health, and the rural problem generally.	No recommendations or program for the future.
Fargo, N.D., 1915.	Connection of houses with sewer and water connections, rats, flies, outhouses. Some statistics on hotels, alleys and streets given.	No recommendations or program presented for the future.
Housing conditions in the Oranges, N.J., 1915.	The field is covered in sufficient detail.	Approved standards, with good program presented.
Rural survey of Travis County, Texas, 1916.	Only a few general observations regarding the conditions.	A few suggestions, but nothing specific.
Rockford, Ill., 1917.	A good general recognition of the problem but nothing very specific.	Approved standards but incompletely applied.
Minneapolis, Kas., 1918.	A few statistics on the number of homes, outhouses, the sewer system and barnyards.	A few suggestions on general sanitation, but nothing specific.
Armourdale, Kas., 1919.	A few statistics on the general conditions, and a discussion of the rental rates.	No recommendations or program for the future presented.

## HOUSING SURVEYS (Con.)

Survey	Scope of Survey	Nature of Recommendations.
City of Jackson and Madison Co., Tenn., 1920.	All the field is covered in a general way; the problem is clearly recognized for the city and country.	Approved standards applied incompletely.
Stillwater, Minn., 1920.	A few statistics on the number of homes owned, sewer and water connections.	No recommendations or program presented.
Gaston County, N.C., 1920.	A fair recognition of the problem, but most of the emphasis is placed on home ownership.	A few suggestions but nothing very specific.
Mexian Housing Problem in Los Angeles, 1920.	A fair recognition of the problem, but very superficial and general in many respects.	Some good recommendations but incomplete and general.
Housing in Philadelphia, 1920.	The field is covered in sufficient detail.	Approved standards, with good program.
Mainline Towns, Pa., 19--.	A good pathfinder survey of the whole field.	Approved standards, with good program.
Rockford, Ill., 1920.	All the field covered in an excellent pathfinder survey, with special emphasis on legislation.	Approved standards, with good program.

Of the twenty-four surveys in this table five present no recommendations or suggestions for the future; seven are incomplete, presenting a few suggestions for the solution of the problems, but not a comprehensive program; twelve of the surveys apply approved standards in the formulation of a constructive program for the future.

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### Standards of Recreation.

Education and health are both closely related to recreation, and it is impossible adequately to discuss one without discussing the others. The medical inspector, the educator and the physical trainer must coordinate their work to get the best results.

It is generally agreed that a child's play and recreation must be organized if it is to be satisfactory. No time should be spent in loafing or aimless activity of any sort. Leisure is valuable and must not be wasted but utilized for the benefit of the mind and the body. More "steam" is blown off in a well organized than in an unorganized recess, and the social value is far greater. Utilized in the proper way, play and recreation are health, educational, moral and socializing agents.

To translate this new viewpoint into practice every child must have a place to play every day, and this play must be supervised properly. To let a child find his own place to play, in a street or on a vacant lot, is almost never satisfactory. An

adequate playground with suitable equipment is necessary. Curtis has laid down three criteria of a good play system:<sup>1</sup>

- (1) It must furnish play to every child every day.
- (2) The children who are playing together must be approximately of the same age and for the most part of the same sex.
- (3) The same children must play together every day. This is necessary for the development of friendship, co-operation and team spirit.

Curtis has demonstrated that play provision conforming to these standards is possible for children of school age only by putting play into the curriculum, and providing the requisite indoor and outdoor play facilities.

Whatever system is used or is convenient---whether the schools have entire charge of the play or whether there is a connection with the city park system---the main object is to furnish suitable and sufficient play for every child. Between one and two hours of organized play every day is necessary. All school children should be within a half of a mile of a playground or recreational center. Every child needs one hundred square feet of ground space on his school playground. Elementary schools should have three acres for playground purposes, and not less than two under any circumstances. High schools should have six. Curtis suggests volley-ball and indoor base-ball as excellent games for every school or city playground, because they take up very little space, can be played in any kind of weather and by most any age.

1. Curtis, The Play Movement and Its Significance, p. 30.

As a standard toward which to work as the city grows larger, Curtis also suggests: one acre of base-ball ground for every five hundred inhabitants, one acre of tennis courts for every twenty-five hundred, and one bowling green for each five thousand inhabitants of the city. Provisions for basket-ball, hockey and skating should also be made. The base-ball ground may be used for foot-ball, as those games are played in different seasons.

To put play into the curriculum it may be necessary to lengthen the school day or to take time from other subjects, especially in a school which devotes too much of its attention to the three R's. There is a decided tendency among the schools to reduce the proportion of the time devoted to these subjects, so as to provide for other necessary subjects. In the Gary schools, for example, physical training gets three times as much time as arithmetic, and twice as much time as reading.

The Gary schools have adequate play grounds, adequate time for play, and adequate supervision. By rotation the grounds and equipment are used every period of the day, when the weather is pleasant. When the weather is inclement, the gymnasias and swimming pools are employed. During the first six years the children have two hours of physical training every day. The next five grades have one hour. If the health of a particular child demands it he is put in a special class and given extra time and attention. The system has been successfully introduced in many other schools, and imitated in various degrees. But on the whole the Gary school system gives three times as much time to organi-

zed play and recreation as do the schools of the average American city. The auditorium work is a part of this program, but this will be discussed later.

Other age-groups stand in equal need of organized play. Pre-school children need it. Every pre-school child should be within a quarter of a mile of a play ground or recreational center. He should have a chance to do kindergarten work, gardening, or other similar work suitable to his age. There are several other classes of people who need play and recreation during leisure: the professional workers, factory workers, housewives, and unmarried youths and adults. Their needs are different and a system that does not provide for all is incomplete, unless the population of the particular community happens not to include all these classes. Here is where the parks and recreational centers play their part. All the park and recreation facilities should be open in the late afternoon and evening so that the workers may be able to take advantage of them while off duty.

Other necessary facilities for community recreation include libraries, art museums, night schools, auditorium and club rooms, picnic grounds, summer camps, athletic fields, community sings, concerts, celebrations, festivals, pageants, etc.

Many of these facilities will be organized in connection with the community center. The logical place for such a center is the school house and it is good economy to use it for that purpose. Whether the school house is <sup>so used</sup> or not, every neighborhood should have a recreational center. With an auditorium, ordinary equip-

ment for dramatics and music, and a well equipped playground, it could function <sup>ie</sup> ~~easy~~ as a community center. The auditorium could be used for chautauquas, play festivals, exhibitions, dancing, roller skating, concerts, moving pictures, community singing, civic and social meetings, and other gatherings and entertainments. There should be a director, to plan and coordinate <sup>activities</sup> the activities of the center on a systematic basis.

Rural recreation has been neglected on the ground that, being in the open country, the children need no organized play. The fact that a child lives in the country does not alter his need for play and recreation. It has been found that the average rural school <sup>usually</sup> rarely has enough play space, let alone equipment or supervision. Country life is one of isolation, and recreational centers are an imperative necessity if the young people are to be expected to stay on the farm.

Space ought to be fairly easily secured in the country or small town. But there is a great difficulty in securing it in other types of communities. In the crowded cities, vacant lots can be made use of, as can also yard space, courts and the roofs of many buildings. Streets can <sup>be</sup> ~~be~~ closed to provide play space; school buildings can be provided with roof playgrounds; indoor play can often be substituted for outdoor play. There are other possibilities that may be utilized in solving the play problems of the large city.

Of the eighty surveys thirty-eight deal with recreation, nine of which are concerned with recreation exclusively. The most

*Thorough*  
 of this number is the Springfield, Ill., survey.<sup>1</sup> The topics in this survey are: general characteristics; the basis of public concern in recreation; the homes; the schools; the parks; the streets; the library; the museum; semi-public institutions; commercial amusements; athletics, festivals, pageants, and public celebrations; and "A Recreation Program for the Future." The recreation situation and possibilities of its improvement are fully realized and presented. The program for the future is based on the best standards. These are not merely tabulated but applied specifically to Springfield as an individual city. Every possibility seems to have been taken into consideration. For example, architectural plans <sup>are presented</sup> showing how each school may be better fitted to help solve the problem of recreation in its district.

The Milwaukee survey<sup>2</sup> of the recreational facilities and conditions of that city is also an excellent survey. It applies up-to-date standards and presents a program that fits the peculiarities of the city, and its particular needs.

The six surveys made by John Nolen of Roanoke, San Diego, Mont Clair, Glen Ridge, Reading and Madison conform to approved standards, although they are not intended to be comprehensive, being concerned primarily with park, play ground and other public recreational facilities immediately related to the use of

1. Hanmer and Perry, Recreation in Springfield, Ill.
2. Haynes, Recreation Survey, Milwaukee, Wis..
3. Nolen, op. cit.

land. He makes provisions for business streets, parkways and thoroughfares, recreation grounds and civic centers. When recommending that a park be established, the surveyor specifies the exact location; size, etc. In all his recommendations he indicates which ones should be carried out first, the ones that may wait and the ones that must eventually come, so that the whole plan may be carried out in an intelligent, unified manner.

The Madison survey<sup>1</sup> is a good survey, making use of accepted standards, going into sufficient detail and placing responsibility on various governmental agencies for the execution of the program presented.

The Belleville survey indicates a thorough recognition of the problem, and acquaintance with the newer ideas respecting it. ~~Embedded in the recommendations,~~ But a detailed, well formulated program is not presented. In the education section the recommendation is made that the school house be utilized as a recreational and civic center.

The Fargo survey applies up-to-date standards in an indirect manner, but one who is unacquainted with them would not recognize their application in the recommendations presented. A walk down F--- street is suggested and a play ground for the W--- school. But these recommendations are only in the nature of suggestions; no comprehensive program is presented; no standards are mentioned; nor is it stated whether the play

1. Heatherington, Madison (Recreation Survey), Wis.

ground recommended would be adequate or not.

The Red River Valley survey<sup>1</sup> is typical of many of the rural surveys on the subject of recreation. The problem is realized to a more or less adequate degree and some fairly good statistics are presented, but no program is offered nor the standards applying to the problem defined. This quotation is a good summary of its recommendations: "A more general social life in the village would undoubtedly aid in developing wider interests."

1. Harvel, Social and Economic Survey of a Community in Red River Valley, Minn.

## RECREATION SURVEYS

Survey	Scope of Survey	Nature of Recommendations.
Rural Survey in Tenn., 1910.	Only a few general observations regarding recreational conditions. There is not a full recognition of the problem.	A few indirect suggestions but nothing specific.
Milwaukee, Wis., 1911.	The field is covered in sufficient detail.	Approved standards, with good program.
Ohio Rural Life survey, SW O., 1912.	Only a few general observations regarding the conditions; the problem is not fully recognized.	No recommendations on recreation.
A rural survey in Md., 1912.	Only a few general observations regarding the conditions; the problem is not fully recognized.	A few superficial recommendations; no specific program.
Roanoke, Va., 1912.	The field is covered in sufficient detail.	Approved standards, with good program.
San Diego, Cal., 1912.	The field is covered in sufficient detail.	Approved standards, with good program.
Mont Clair, N.J., 1912.	The field is covered in sufficient detail.	Approved standards, with good program.
Glen Ridge, N.J., 1912.	The field is covered in sufficient detail.	Approved standards, with good program.
Reading, Pa., 1912.	The field is covered in sufficient detail.	Approved standards, with good program.
Madison, Wis., 1912.	The field is covered in sufficient detail.	Approved standards, with good program.
A rural survey in Ark., 1912.	Recognizes the problem, but presents practically no data.	No recommendations on recreation.

## RECREATION SURVEYS (Con.)

Survey	Scope of Survey	Nature of Recommendations
Belleville, Kas., 1913.	A few statistics from children's diaries, general statements about the city equipment, and survey of adult and commercial recreation.	Approved standards, but incomplete.
Survey of a rural township in So. Minn., 1913.	Problem partly recognized but only general observations regarding the conditions.	A few recommendations but no specific program.
Rural Survey in SW Ohio, 1913.	Problem partly recognized but only general observations regarding the conditions.	A few indirect suggestions, but no specific program.
San Diego, Cal., 1914.	Pathfinder survey of school and city play grounds, with a few observations on public baths, saloons and movies. Very brief.	No recommendations on recreation.
Springfield, Ill., 1914.	The field is covered in sufficient detail.	Approved standards, with good program.
Greene County, Ohio, 1914.	Realizes there is a problem but the conditions are not surveyed. Superficial and very general.	Recommends that the social life be raised to a higher plane.
Lawrence, Kas., 1914.	Statistics from children's diaries; commercial recreation and work of the churches surveyed.	Approved standards, with some specific recommendations.
Fargo, N.D., 1915.	Commercialized recreation and skating surveyed in a brief way.	Recommends that a playground be established. No program.
Madison, Wis., 1915.	The field is completely covered in sufficient detail.	Approved standards, with good program.

## RECREATION SURVEYS (Con.)

Survey	Scope of Survey	Nature of Recommendations.
Survey of three rural townships in Iowa, 1915.	The rural recreation problem is clearly recognized, with good data presented.	A few good suggestions but no specific program.
Survey of a community in NE Minn., 1915.	Only a few general observations regarding the conditions; a recreation problem realized.	A few good suggestions but no specific program.
Survey of Travis County, Tex., 1916.	A good general recognition of the problem, but nothing specific.	A few good suggestions but no specific program.
Rutherford County, N.C., 1918.	Only a few general observations regarding the conditions. Very superficial and indifinte.	No recommendations on recreations.
Minneapolis, Kas., 1918.	Parks, playgrounds, athletics, and commercialized recreation surveyed very briefly.	Approved standards, but very incomplete.
Durham County, N.C., 1918.	A good general recognition of the problem, but nothing specific.	A few suggestions but no specific program.
Armourdale, Kas., 1919.	Equipment for athletics, play grounds and management, and commercialized recreation surveyed, though very briefly.	No recommendations on recreation.
City of Jackson and Madison Co., Tenn., 1920.	The field is covered in sufficient detail, allowing for difference in rural and urban conditions.	Approved standards, with good program for Co. and city.
Stillwater, Minn., 1920.	Athletics, skating, swimming, boating, commercialized recreation surveyed very briefly.	No recommendations on recreation.

## RECREATION SURVEYS (Con.)

Survey	Scope of Survey	Nature of Recommendations.
Gaston County, N.C., 1920.	A good general recognition of the problem, but nothing very specific.	Approved standards, but incomplete.
A rural survey of three counties in Mo., 19--.	A good general recognition of the problem, but nothing very specific.	A few good suggestions, but nothing specific.
Alice, Cass Co., N.D., 19--.	A few general observations regarding the conditions, but very superficial.	No recommendations on recreation.
Rural survey in Ind., 19--.	A few general observations regarding the conditions, but nothing specific.	A few good suggestions, but nothing specific.
Rockford, Ill., 1920.	The field is covered though briefly.	Approved standards, with good program.
Cleveland, Ohio, 1915.	A thorough and comprehensive survey of recreation in the schools and among the school children.	Approved standards, with good program.
Community in Red River Valley, Minn., 1915.	A fair recognition of the rural problem, though not altogether adequate.	A few suggestions but no specific program.
Lane County, Ore., 1916.	A good general recognition of the problem, but nothing specific.	A few good suggestions, but no specific program.
Newburg, N.Y., 1913.	A good pathfinder survey of the whole field.	Approved standards, with good program.

Of the thirty-seven surveys of this table eight present no recommendations or suggestions for the future; fifteen are incomplete, presenting only a few suggestions of no particular value or a few good recommendations, but not covering the ground completely; fourteen offer a constructive policy embodying approved standards. Only one of the last is a rural survey.

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#### Standards of Education.

It is probably more difficult to lay down specific standards for education than for any other social function. The educators differ in their viewpoints, and every state has a somewhat different system and different standards from any of the others. But we can lay down a few principles that can be used in appraising a survey. We can at least ascertain the general tendencies in the field of education and note what progress has been made. As the school in relation to recreation and health has already been discussed, we do not need to elaborate on these phases of the educational problem.

Of the importance of education it is needless to speak. But the aims and methods of education are continually changing. There has been a development from the proverbial "three R's" to a complicated, variegated, yet well organized cur-

riculum, to meet the many demands of the child. The aim of education is to help the child to live and make a living, to cope successfully with his environment. It is to develop him to the utmost of his capacities, to determine by scientific methods, his capabilities, and to instruct him accordingly.

The object of the public school system is to educate every child, regardless of whether his parents are willing or able. We have some form of compulsory attendance law in every state in the union. The Children's Bureau Conference which met in Washington in May and June, 1919, recommended that all children under sixteen years of age be required to attend school full time for at least nine months each year.

As a basis every curriculum must have the three R's, reading, writing and mathematics. But these are only tools and should not be emphasized overmuch. There is a tendency to cut down the time given directly to these subjects and give more attention to them through other subjects. There must be instruction in hygiene and disease prevention. Together with this there should be play and physical training on the playground and in the gymnasium. The child must be taught good behavior, courtesy, and kindness. He must study nature both from a scientific and aesthetic viewpoint. He must have training in history, literature and art. He should know something of society, industry and government. Manual training and instruction in the trades and in domestic science are receiving more and more at-

tention in the schools.

Every child should have some type of auditorium activity for all or most of the grades. Pupils in the Gary schools have an average of one hour of auditorium activities each day, using the auditorium in rotation by groups. Such work develops initiative, promotes school consciousness, increases interest, cooperation and self control. Speaking, singing, dramatics, music, games, demonstrations, picture shows, plays, exhibitions, etc., all take place in the auditorium, and each child takes part, not merely as a spectator but also as active participant.

In teaching these subjects appeal must be made to the child's interest, by applying the ideals and principles taught to his everyday life and experience. Things must be put within his grasp. The child must needs learn from experience and practice. He must be able to deduce his own conclusions and make his own interpretations, if they are to have any value to him.

As we have already said, there is a definite tendency to give more time to the newer subjects, such as physical training, play, shop work, auditorium activities, music, and foreign languages, and less time to the three R's. For example, Gary gives twice as much time to physical training as to reading, or three times as much as to arithmetic. Science gets as much time as geography and history combined. Thirty-five per cent of the student's time goes to the three R's, fifty-five percent goes to physical training, play, shop work, auditorium activities, music, and foreign languages. But the average

school does not distribute the child's time in such a way. Bobbit shows that in fifty American cities,<sup>1</sup> the three R's get a little over half of the child's time, including reading, spelling, handwriting, mathematics, and language. The remainder of the time is devoted to history, drawing and applied art, manual training and household art, science, physiology and hygiene, physical training and music.

The teaching staff that is to handle the educational system must be a well trained body of co-operative workers. It is generally agreed that all teachers should have a high school<sup>school</sup> education, besides special training in teaching methods, in a normal school, college or university, and special training for the subject for which they were employed. There should be special teachers, when necessary, to give instruction to retarded pupils. Every teacher employed for full time should receive a salary sufficient to enable him to maintain his social position and self-respect. There should be promotions to encourage good work.

There is a belief among educators that the school boards have heretofore been too much in control of the routine business of the schools, and there is now a tendency to restrict their functions to the formulation of general policies and the employment of the superintendent. The superintendent can

1. Bobbit, What the Schools Teach and Might Teach.

not be held accountable for the successful conduct of educational affairs unless he be given the necessary authority for the direction of the school system. The school board should act as a legislative body in regard to the school system, while the superintendent and his assistants should engage teachers, supervise the erection and care of buildings, choose text books, and determine courses of study.

In order to carry out a program such as we have outlined here, there must be adequate equipment. The whole plant must be planned to meet the needs of the school, according to the curriculum and the teaching methods adopted. The school must be conveniently located in a wholesome environment. Crowded districts should be avoided if possible, so as to be able to secure adequate playground space. Over-ornamentation of the grounds should be avoided, but beautiful grounds are a valuable asset to the community. The building should be of fire-proof construction, especially if it is a large building, with readily accessible stairs and fire escapes, and other protective measures. The building should be well heated, lighted and ventilated. There should be <sup>a</sup> toilet rooms for each sex, with non-absorbant floors. There should be an auditorium, a gymnasium, a swimming pool, and play ground space, all gauged to meet the needs of the particular school. Each must be equipped to carry on the work properly.

"The accepted measurements for class rooms are about 32x

25x12 $\frac{1}{2}$  feet." <sup>1</sup> "No teacher should be expected to care for more than forty children." <sup>2</sup> Every room should be equipped for its particular work. All the desks and seats should be adjustable, the black boards should be of the proper height, they should be non-glossy, made of slate or some other equally durable material. There must be sufficient tables, charts, maps, books, globes, gardens, picture machines, musical instruments, and laboratories, with other requisite apparatus and material.

The rural school differs from the urban principally in the curriculum and its application. Its entire program must be adapted to the needs of the country and its people. The physical and social sciences must be applied to agricultural problems and to the needs of the rural community. The rural child should know something about the world, socially and industrially; he should have a full appreciation of music, art and literature, goodness and truth in every form. Less attention should be given to foreign languages, as it is doubtful whether they perform a very vital function in the rural high school. Every rural child should have access to a high school education.

There are forty-five surveys of the entire eighty ~~two~~ that deal with the educational situation of the district sur-

1. Ayres, School Buildings and Equipment, p. 41.
2. Ayres, op. cit., p. 42.

veyed, and fourteen dealing with education alone. These are  
 the Salt Lake, <sup>1</sup> Boise, <sup>2</sup> Leavenworth, <sup>3</sup> Janesville, <sup>4</sup> Denver, <sup>5</sup>  
<sup>6</sup> Des Moines, Brunswick and Glynn counties, <sup>7</sup> Ogden, <sup>8</sup> Portland, <sup>9</sup>  
<sup>10</sup> Seattle, <sup>11</sup> and Springfield surveys and the three surveys of  
<sup>12</sup> different parts of the Cleveland system.

The Salt Lake, Boise, Leavenworth, Janesville, Denver, Springfield, Portland, and Seattle surveys are comprehensive and detailed. They were all made by educational experts and are really systematic treatises on education. They are thorough in all respects, applying the best of standards. They analyze and appraise the organization and administration of the schools; the teaching staff; attendance; the curriculum; Promotion and retardation; teaching methods; efficiency of results; school plant; methods of supervision; and school finances.

"School Buildings and Equipment", "What the Schools Teach and Might Teach" and "School Organization and Administration" are parts of the Cleveland survey. Each is thorough and comprehensive in its respective field, just as are the surveys men-

1. Cubberly, Salt Lake City School Survey, Utah.
2. Sears, The Boise Survey, Idaho.
3. Monroe, Report of a Survey of the Public Schools of Leavenworth, Kansas.
4. Cary, An Education Survey of Janesville, Wis.,
5. Terman, Report of the School Survey, Dist. No. One, Denver, Col.
6. Lewis, Survey of the High Schools of Des Moines, Iowa.
7. Bunker, Survey of the Schools of Brunswick and Glynn Cos., Ga.
8. Report of Ogden Public School Survey Commission, (State Dept of Ed), Utah.
9. Cubberly, The Portland Survey, Ore.
10. Reed, Seattle Children in School and Industry, Wash.
11. Ayres, The Public Schools of Springfield, Ill.
12. Ayres, Bobbit, Cleveland Education Survey, Series, Ohio.

tioned above. There is not too much elaboration, but rather a concise analysis of the problems treated, with an application of the best standards in the solution of the problems. The same applies to the Des Moines survey, which covers only buildings, attendance and vocational education.

The Ogden survey is supposed to be comprehensive, but there is nothing specific in its treatment of the curriculum or of school recreation. The survey of Brunswick and Glynn counties, Ga., is not <sup>as</sup> detailed as the surveys mentioned above, but otherwise it is adequate. Consolidation is recommended and discussed, with the county taken as the <sup>administrative</sup> unit. The survey made of the three rural townships in Ohio is very brief but thorough, except that the administration of the schools is not mentioned. There are several surveys that only recognize part of the educational problem, and only part of the school system is surveyed and appraised. For example, the Lawrence, Kas., survey <sup>1</sup> says at the beginning of the education section, "No attempt was made to appraise the educational work of the public schools or to enter into the question of school administration and supervision." The subjects were: School sanitation, health supervision, recreation, and retardation. The Minneapolis survey <sup>2</sup> covers only school population, administration, grades and the graduates, and intelligence tests of the school children. There is no re-

1. Blackmar, Social Survey of Lawrence, Kas.
2. Elmer, Minneapolis Social Survey, Kas.

cognition of the curriculum and its importance; nothing particular or direct is said about it or the buildings. A specific program is not presented. A rural survey of a county in Arkansas<sup>1</sup> has a section on the county schools. There are a few pages of general remarks that would fit the rural schools of any county in the state. All that is said about the teaching force is that "The majority of the schools visited in this survey manifested fitness and efficiency." There is no mention of the administration, the curriculum, or of consolidation. There is nothing specific, and no one is made responsible for the amelioration of educational conditions. These words summarize its remarks about the buildings and equipment: "Most of the schools are poorly equipped." This is followed by some suggestions for papering the walls, keeping the grounds clean, and the like.

1. Wilson, A Rural Survey in Arkansas.

EDUCATION SURVEYS

Survey	Scope of Survey	Nature of Recommendations
Rural survey in Tenn., 1910.	Has the new viewpoint for the rural schools but makes only a few general observations regarding the system.	A few general suggestions but no specific program.
Rural survey in NW Ohio, 1910.	Only a few general observations regarding education; superficial in its analysis.	A few general suggestions but no specific program.
Rural survey in Ark., 1912.	Only a few general observations regarding the conditions; very superficial.	No recommendations on education.
Springfield, Mo., 1912.	A few general observation regarding the conditions, but nothing specific.	A few general suggestions but no specific program.
A rural survey of three counties in Mo., 1912.	A few general observations regarding the conditions, but nothing specific.	A few general suggestions but no specific program.
Rural survey in SW Ohio, 1912.	A few general observations regarding the conditions, but nothing specific.	A few general suggestions but no specific program.
Rural survey of a dist, in SW O., 1913.	The field is covered though very briefly.	Approved standards, with brief suggestions for program.
Rural township in So. Minn., 1913	A few general observations regarding conditions, but nothing <sup>of value</sup> specific.	A few general suggestions but nothing very specific.
Newburg, N.Y., 1913.	All the field covered, though briefly.	Approved standards, but very brief.

EDUCATION SURVEYS (Con.)

Survey	Scope of Survey	Nature of Recommendations.
Belleville, Kas., 1913.	Plant, finances, teaching methods, retardation and equipment surveyed though very briefly.	A few good recommendations but no specific program.
Lawrence, Kas., 1914.	School sanitation, health supervision, recreation and retardation surveyed.	Approved standards, but not all the field covered.
A survey of Greene county, Ohio, 1914.	A very general pathfinder survey, but nothing very definite.	A few general suggestions but no specific program.
San Diego, Cal., 1914.	Attendance, part of the curriculum and some other general features of the system surveyed.	Approved standards, but no specific program.
Ogden, Utah, 1914.	All the field covered except the curriculum, which is discussed only incidentally.	Good recommendations but no systematic program.
Survey of a community in NE Minn., 1915.	A general pathfinder survey; nothing very specific.	A few good recommendations but incomplete.
Community in Red River Valley, Minn., 1915.	Education mentioned only incidentally to other things of the survey.	No recommendations on education.
Fargo, N.D., 1915.	Gives statistics on attendance, and makes a few general observations regarding the conditions.	No recommendations on education.
Springfield, Ill., 1915.	The whole field covered in sufficient detail.	Approved standards, with good program presented.

EDUCATION SURVEYS (Con.)

Survey	Scope of Survey	Nature of recommendations
Portland, Ore., 1915.	The whole field covered in sufficient detail.	Approved standards, with good program presented.
Seattle, Wash., 1915.	The whole field covered in its relation to industry.	Approved standards, with good program presented.
Lane County, Ore., 1916.	Has the new viewpoint with regard to country schools, but makes no specific analysis.	Approved standards applied, but incompletely.
Morgan County, Mo., 1916.	A few general observations regarding the conditions but nothing specific.	A few suggestions but no specific program.
Salt City, Utah, 1916.	All the field covered in sufficient detail.	Approved standards, with good program presented.
Denver, Col., dist. no. one, 1916.	All the field covered in sufficient detail.	Approved standards, with good program presented.
Cleveland, Ohio, 1916.	Survey of the school buildings and equipment of the Cleveland system.	Approved standards, with good program presented.
Cleveland, Ohio, 1916.	Survey of the curriculum of the Cleveland schools.	Approved standards, with good program presented.
Cleveland, Ohio, 1916.	Survey of the school administration and organization.	Approved standards, with good program.

EDUCATION SURVEYS (Con.)

Survey	Scope of Survey	Nature of Recommendations.
Rutherford county, N.C., 1918.	A few general observations regarding the conditions, but nothing specific.	A few general suggestions but nothing specific.
Muscatine, Iowa, 1918.	Survey covers only the school buildings of the city.	Approved standards, with good program.
Minneapolis, Kas., 1918.	Attendance, administration, retardation and mental tests surveyed.	Approved standards applied incompletely.
Janesville, Wis., 1918.	All the field covered in sufficient detail.	Approved standards, with good program.
Des Moines, Iowa, 1918.	Buildings, attendance and vocational education surveyed.	Approved standards, with good program.
Armourdale, Kas., 1919	Administration, and high schools surveyed very briefly, with a few tables on grades and seating capacity.	No recommendations on education.
Gaston County, N.C., 1920.	Salaries and movement for consolidation surveyed, with general observations regarding the conditions.	A few good recommendations but incomplete.
Ashlan Community, Mo., 1920.	A few general observations regarding the conditions, but nothing specific.	A few general suggestions but no specific plan presented.
City of Jackson and Madison Co.,	All the field covered in sufficient detail.	Approved standards, with good program.

EDUCATION SURVEYS (Con.)

Survey	Scope of Survey	Nature of Recommendations
Boise, Utah, 1920.	All the field covered in sufficient detail.	Approved standards, with good program.
Stillwater, Minn. 1920.	Administration, efficiency, the high school building, parochial schools, and music and art instruction surveyed, with a few statistics on the whole system.	Some good suggestions but nothing specific.
Brunswick and Glynn Counties, Ga., 1920.	All the field is covered in sufficient detail.	Approved standards, with good program.
Rockford, Ill., 1920.	Excellent pathfinder survey of the whole field, with special emphasis on the latest standards.	Approved standards, with good program.
Rural survey in Ind., 19--.	A few general observations regarding the system, but nothing specific.	A few general suggestions but nothing specific.
Three rural townships, N.Y., 19--.	General observations regarding the system, with a more <sup>details</sup> analysis of agricultural instruction.	A few good recommendations but no specific program.
Orange Township, Iowa, 19--.	Only a few general observations regarding the conditions; very superficial.	No recommendations on education.
Rural survey of Alice, Cass Co., N.D., 19--.	Very brief observations regarding the system; very superficial.	No recommendations on education.

Of the forty-~~five~~<sup>four</sup> surveys in this table six do not present suggestions or recommendations for the future; twenty-~~one~~ are incomplete, presenting a few suggestions of nor particular value (some of these really ought to be included in the first group above), or some good recommendations and suggestions for the future, but not covering the ground completely; eighteen surveys present a more or less comprehensive program conforming to approved standards, though some of these are brief. Only two of the last class are rural surveys.

### Chapter III

Let us see what the actual relationships between the local community and the state are, and whether the tendency therein is toward closer co-operation or the opposite. The state exercises more authority in some things than others. There are some problems the community can handle with little outside aid, while others it can not handle alone in any fashion. But many of the surveyors have not considered the capabilities and responsibilities of the different governmental bodies operating in the communities studied. Many take no account of any form of government, Federal, local or state, much less do they encourage state co-operation in handling problems for which there is precedent in both history and science. In other words many of the surveyors are behind the general trend of development in the treatment of social problems, from both a legislative and a scientific viewpoint.

Some insist that a state should take the lead in the treatment of social problems because it is constituted of so many small towns, rural communities, and cities, that <sup>each</sup> each acting separately can accomplish little, on account of not having sufficient leadership, financial resources, etc. Others insist that a state composed largely of urban communities must take the initiative in social programs because its urban character makes centralized leadership and control more economical and effective. At all events state co-opera-

tion must be utilized in the solution and treatment of the various social problems.

As Goodnow points out in discussing the history and changes in the functions of our governmental units, the change from city to state control has been made not because the city was tried and found wanting in the capacity to discharge administrative functions, but because matters that were at one time considered only of municipal interest are now viewed as of interest to the state at large.<sup>1</sup>

In mediaeval days the cities were active in foreign relations but the social and economic changes that developed make such participation impossible now; consequently, today the city as such has no part in foreign affairs. The same is true of military affairs. The cities once had judicial functions to discharge, but these have devolved on the state, except for minor offenses, and verdicts thereon are subject to review by <sup>State</sup> courts. In financial matters the city is under close regulation by the state, its taxing and borrowing powers being defined in detail in statute or state constitution.

The preservation of the peace and the protection of the public safety, although vested in local offices, is recognized as a state function, and the action of the city is distinctly that of a state agency. "The preservation of the public health is first of all a matter of vital importance to the locality, but since many diseases are contagious, insanitary  
1. Goodnow, Municipal Government, p. 81.

conditions in the city may imperil the health of the whole state. Consequently the state as a whole has a real interest in the city".<sup>1</sup> Education, likewise, is considered to be of interest to the state at large, for it affects functions which are vital to the entire state.

We see<sup>2</sup> then that, today, co-operation of the state and local community in most, if not all, matters that affect the people as a whole is necessary. The state has a wholly different range of powers and duties than it ever possessed before. This does not mean that the city is to be relegated to the back-ground and is to have no share in its government. It is regarded as an agent of the state and as acting not only for its own interests but for those of the state as a whole. Fairlie shows how, even if the state should extend further its control over the city there would---owing to the rapid increase which is taking place in municipal functions---be plenty of work left for the city to do. The cities would not suffer from any atrophy of civic virtues because of lack of opportunity for thier<sup>2</sup> exercise.

"The control should be exercised in the interest of the city and the state. It must be excercised in the interest of the city in that it should permit of the greatest poss-

1. Goodnow, op. cit., p. 143.

2. Fairlie, Local Government, p. 247.

ible local enterprise and initiative. It should be exercised in the interest of the state in that it should secure proper attention by the city to those matters which interest the state and in which the city is acting merely as the agent of the state government. A system of state control control over cities which does not bear both of these things in mind and does not secure both local enterprise and efficiency in matters affecting the state as a whole must be regarded as unsuccessful."<sup>1</sup>

Larger cities are usually able to handle most of their social problems but the small cities, towns, villages, and rural districts are not, because of the lack of funds, lack of adequate leadership, general shortsightedness of the average person, and the comparatively small number of highly intelligent people in isolated sections. The state must utilize the higher degree of technical ability which its superior resources can command. This applies to rural and smaller city communities. "On the other hand, in those states where cities have become so large, if not a major part of the population, the discharge of the function of satisfying a need which has always been considered purely local ceases to have merely<sup>a</sup> local interest. The state cannot look with unconcern on the discharge of functions which affect the major part

1. Goodnow, op. cit., p. 127

of the population. It might thus happen again, as was once the case, that questions which have been regarded as local may become of general interest." <sup>1</sup> "The systematizing of quarantine, the preparation for epidemics, the establishment of diagnostic laboratories, the control of food, milk and water supplies, and sewage disposal, and the registration of vital statistics, would all have been left undone if it had not been for the part taken by the state." <sup>2</sup>

Although we would not go so far as to say that a state should take over an entire community and run its affairs, however efficient that might prove to be, we must recognize the necessity of state co-operation in the treatment of social problems. It is obvious that a small community or a rural district can not handle all its problems alone; a large city might. This is an important guiding principle which the social surveyor can not afford to minimize.

Health. "The state as a whole has under modern conditions a direct interest in insisting that certain standards of public-health protection be met by cities.....City health authorities existed in this country, more than fifty years before the first board of health was established, but in the last fifty years there has been a steady increase in the number of state health authorities, in their powers, and in parti-

1. Goodnow, op. cit., p. 106.
2. Fairlie, op. cit., p. 247.

cular in their control over local bodies. The adoption of state health codes within recent years and the power given to state health authorities in an increasing number of states to insist on the appointment of health officers in the cities, to receive reports from them, and to supervise their work is giving the states an increasing control. One fundamental basis for health measures is the collection and compilation of accurate vital and disease statistics. States are beginning to require such statistics of the cities and to aid the communities, particular the smaller ones, with their superior technical resources. In the matter of central control over local public-health administration England has since the middle of the last century been far ahead of our states, while on the continent of Europe public-health has generally been regarded as a matter of vital central control.

"Not only does the city need supervision from the state in the interest of the general welfare, but it should be protected by the state against health dangers which it can not adequately meet. The pollution of its water supply, the impurities in milk and food brought into the city, the introduction of communicable diseases by persons, animals, or goods shipped into the city, are all illustrations of the fact that the city needs the protection of the state, and even of the Federal Government, within its sphere if its own efforts are not to be more or less set at naught by the neg-

ligence of outside persons or governmental units. There is, therefore every reason why the city and the state should engage in the closest co-operation in the field of public-health protection."<sup>1</sup>

Hemenway shows that a municipality has a dual character. As long as affairs are strictly communal within its limits, it can rely on local co-operation and is entitled to do as it pleases with few restrictions. In all other affairs it is simply the local guardian of strictly governmental affairs, to which the state has assigned certain governmental duties as the representative of the state.<sup>2</sup>

The work of a local health department is essentially state work and the health officer a state officer. A city cannot be sued in connection with its own work of preserving the public health. The health officer is subject to state regulation in the conduct of his office and receives the state's protection. Police officers may be appointed under state regulation, and so may a health officer, should the local governing body neglect to appoint one. It is important that this right should be wisely, constructively, exercised. The Federal Government at present can only act in an advisory capacity in public health matters. The function of the state in public health matters is therefore vital, central.

1. James, Local Government, pp. 390, 391.
2. Hemenway, American Public Health, p. 239.

In the history of public health the same evolution is noticeable as in other public functions, since there is, as noted above, a growing tendency for the state to assume more and more power in handling health problems. Now it is generally recognized that "Public health, under the state system of government, is largely a function of the State,"<sup>1</sup>

Cities often fail to realize that health work must be carried on all the time and not spasmodically or at certain seasons. Cleaning vaults, removing garbage, attention to plumbing, quarantining persons with infectious diseases, and use of the private physicians is about all that a majority of communities recognize as essential to good health. Very few communities employ a full time health officer, let alone a corps of experts. Bruere says the small cities leave untouched 75%<sup>2</sup> of a city's health problems. The general public is indifferent, since they have no clear idea as to the functions or the scope of health boards or health programs. Nothing would be accomplished if we waited until the public were all educated up to an adequate health program, for that would be impossible. The suppression of flies by voluntary effort, through the slow process of education, cannot be relied upon. There must be a combination of legislation and expert administration. It is too expensive for every community

1. Burnham, The Community Health Problem, p. 33.  
2. Bruere, The New City Government, 319.

to have its own set of experts and routine workers. Co-operation would be difficult, and economy impossible.

We can never hope that any but the largest cities will develop the proper machinery to handle the health situation; the small cities and rural districts can not and will not. Most of the latter, and especially the rural sections, have been unable to keep abreast of changing methods. They have lagged behind because of general debility from a governmental point of view, lack of leaders, lack of an informed citizenship, poor public health education, isolation, indifference; because the state and Federal Governments have let them alone to drift; and because of the general belief that only cities have public health problems. Very few recognize that preventable diseases, squalor, burdens, sorrows, disabilities, ~~deaths~~, and mothers striving for their young, are found elsewhere than in the slums. These evils flourish in the country, village, and small towns---everywhere. Recent investigations show that rural districts are just as badly off in this respect as the urban, and that they cannot be allowed to ignore the care of the public health without danger to others than themselves.

"Modern developments in transportation and travel have made the public-health problem a state-wide and even nationwide concern and inefficiency or neglect in a relatively restricted area may involve serious consequences in the way of disease and death beyond that area. This is especially true of food

supplies, particularly milk, which the cities secure from the rural areas. Consequently the logical development in public health administration demands an ever increasing centralization in the state authorities with supervisory and coercive power over the localities. Counties, of course, have a primary concern in the health of other inhabitants, but they cannot safely be left free to omit proper measures in this regard because of the danger involved to the rest of the state. In public health as in public education, therefore, the establishment of minimum requirements by state law is essential, combined with a system of state aid and of state supervision in the interest of encouraging advanced standards of public health administration."<sup>1</sup>

Without centralization we can have no adequate system of vital statistics. "Vital statistics have been called the 'book keeping of humanity'. They are necessary for safe guarding our health and, until we can procure additional and accurate statistics, we are badly handicapped in attempting to cope with the diseases which afflict the community."<sup>2</sup> They are used as guides in the analysis of health conditions. Through a well organized system of health statistics we can know the business as a whole, understand all its parts, discover the leaks, plan the future, record the past, and direct the present, give coherence, correlation and proportion.

1. James, *op. cit.*, pp. 227, 228.

2. Lee, *Health and Disease*, p.354.

In Chicago the yearly health expenditures amount to over forty-five cents per capita. In some of the smaller cities the amount drops to a few cents per capita and in certain rural communities practically nothing is spent on public health. There ought to be some way to equalize the expenditures per capita among the various communities. Not that the same amount is necessary in each case, but each ought to have what is needed. Large cities may be able to handle their health problems to a great extent, but there certainly ought to be a state wide co-operative plan for taking care of small cities, towns and rural communities. As we have indicated, the tendency in this direction has been growing. Ohio and North Carolina are most progressive in this field. In respect to this recent development, Burnham says the new departures in North Carolina and Ohio are breaking a path which must be followed by the health departments of other states.

The North Carolina Board of Health goes out of its way to seek out rural school children who are in need of treatment. Traveling free dental clinics and free operative clinics for the removal of tonsils and adenoids have reached an enormous number of children throughout the state. In Ohio the state health department, through what was known as the Hughes Act, divided the state into various administrative districts. Health officers with good salaries replaced community health officers

1. Burnham, op. cit., p. 34.

2. Burnham, op. cit., p. 37.

who received a very small remuneration or none at all. One or more visiting nurses and a clerk were recommended for each district office. The district supplies a part of the necessary fund and the state a subsidy varying in amount, according to the district appropriation, up to a maximum of \$2,000 yearly. In general the districts follow county lines except that cities usually represent separate administrative districts.

"Certainly, every State should provide at least---

"Education for parents in the personal hygiene of children, i.e., the care and operation of their children's bodies as machines; and education also for children in the physical care of themselves.

"Supervision, not only for mere the detection; but also for the remedy, of initial defects; and should provide this early in life, the earlier the better, certainly later than the beginning of the compulsory-education course.

"Supervision of children, at least throughout school life, for the detection, and remedy, of such defects, disabilities, or diseases as may develop during that period.

"Finally, the supervision of infectious diseases."<sup>1</sup>

Public health is a broad term and includes in its scope many welfare activities. A social surveyor who places all the burdens of handling the health problems of a community on that

1. Hill, The New Public Health, p. 38.

community, has not appreciated all that a good health service implies. A health program which includes all that it should can not be put into operation by a small community for it can not and will not provide a health department with all the necessary experts and equipment. There are many things that a local community can do, and these should be considered.

The health survey of Topeka and that of Springfield were made by the same man. There is no criticism to be passed on these surveys so far as technique, standards, etc. are concerned. A health board for Topeka and the county including it is recommended; a health board for Springfield exclusively is recommended. Each of these cities had less than 60,000 inhabitants when the survey was made. In 1910 Topeka had nearly 44,000 and Springfield had nearly 52,000 inhabitants. The recommendations made for Topeka are more practicable than those made for Springfield, but neither survey advocates state co-operation nor discusses the state health laws. The staff of experts and equipment recommended in the Springfield plan are needed, however, and their importance should be emphasized, but they are hardly practicable for a city of 50,000.

A health survey of White county recognizes the "need of state legislation extending the powers of boards of county supervisions and county commissioners." But in his detailed discussion the surveyor talks, by implication, in terms of county legislation and co-operation. The Belleville Survey recommends a board of health for the county and the town com-

bined. The state laws are appraised but state co-operation is not proposed. The social survey of Jackson City and Madison County, Tenn.,<sup>1</sup> speaks in terms of state legislation and seems to recognize its importance. But it is not brought out very clearly or emphatically.

The Lawrence, Mass., survey is unusually thorough and the necessity of state co-operation recognized. All the recommendations are based on the best of standards. The city is to handle its health problems unaided and the board of health is to be a city board. It is very clearly and emphatically shown that a state law is needed to handle the housing conditions but a similar need is not recognized in connection with health.

The public health survey of Ithaca, N.Y., applies recognized standards in evaluating health conditions, but there is no recognition of the need for state co-operation. The sanitary survey of St. Joseph, Mo., fails to offer any specific recommendations or to advocate state co-operation or any other mode of governmental action, except that state laws concerning the inspection of food are briefly discussed. The San Diego survey, the Fargo survey, and the Minneapolis survey do not present specific plans nor a constructive policy for the future. They do not propose any sort of governmental action to take care of the situation, nor discuss the existing state laws.

1. Kuhlman, Social Survey of the City of Jackson and Madison County, Tenn.

HEALTH SURVEYS

Survey	Placement of Governmental Responsibilities
Rural survey in Tenn., 1910.	There is not a full grasp of the problem, health is mentioned only incidentally and the responsibility is not placed nor discussed. In other matters the county is taken as the unit of control.
Rural survey in NW Ohio, 1910.	There is not a full grasp of the problem, health is mentioned only incidentally and the responsibility is not placed nor discussed. In other things the county is taken as the unit of control.
Lawrence, Mass., 1911.	The health problem is clearly realized and a specific program presented with the responsibility definitely placed on the city.
Springfield, Mo., 1912.	The survey is superficial in many respects. The county and the city in co-operation are considered as the proper units to deal with the health problems, but no emphasis is placed on the need of such co-operation, as this <sup>is</sup> only incidentally mentioned.
Rural survey in SW Ohio, 1912.	Mentions health only incidentally. The need of co-operation is realized, but only in a general way. No definite plan is presented nor the responsibility definitely placed. The county is taken as the unit in other things, however.
Newburg, N.Y., 1913.	There is a full grasp of the problem and a specific program presented with the responsibility definitely placed on the city.
Belleville, Kas., 1913.	The problem is only partially grasped and the program is also incomplete. The responsibility is definitely placed on the county in co-operation with city.

## HEALTH SURVEYS (Con.)

Survey	Placement of Governmental Responsibilities.
Hoboken, N.J., 1913.	A good pathfinder survey with an application of approved standards. The survey speaks incidentally in terms of city legislation.
St. Joseph, Mo., 1914.	Only part of the health situation is surveyed. Although the surveyor speaks in terms of city legislation the responsibility is not definitely placed.
San Diego, Cal., 1914.	A good pathfinder survey. Approved standards are applied, but incompletely, and there is no specific program; surveyor speaks in terms of city legislation, but does not definitely place the responsibility.
Lawrence, Kansas, 1914.	Only part of the health situation surveyed. The responsibility is placed on the city, by implication.
Topeka, Kansas, 1914.	An excellent survey with a good program for the future presented; the responsibility is definitely placed on the city in co-operation with the county, in specific terms of legislation and approved standards.
Rural survey in Manitoba, 1914.	A fair recognition of the problem in a general way, but no specific program for the solution of these problems is presented nor is the responsibility placed.
Ithaca, N.Y., 1914.	A good pathfinder survey with the application of approved standards in a general way; no specific program <sup>is</sup> outlined nor is the responsibility definitely placed. The surveyor probably meant for the city to take the responsibility.
Springfield, Ill., 1915.	An excellent survey with a good program for the future worked out and presented; the responsibility is definitely placed on the city. The surveyor speaks in terms of specific legislation and approved standards.

## HEALTH SURVEYS (Con.)

Survey	Placement of the Governmental Responsibilities.
Fargo, N.D., 1915.	Only part of the health situation surveyed. There are no recommendations or suggestions for the future nor is the responsibility definitely placed.
Rural survey in NE Minn., 1915.	There are only a few general observations made regarding the health situation, no specific program is presented nor is the responsibility placed.
Community in Red River Valley, Minn., 1915.	There are only <sup>a</sup> few general observations made regarding the health situation, no specific program is presented nor is the responsibility placed.
Three rural townships in Iowa, 1915.	Only part of the health situation surveyed. There are only incidental suggestions for the future, and the responsibility is not placed.
Lane County, Ore., 1916.	The problem is only partially grasped. There are no recommendations, the surveyor does not speak in terms of legislation nor place the responsibility.
Cleveland, O., School health survey, 1915.	An excellent survey. A specific program is presented with the responsibility definitely placed on the city.
Morgan County, 1916.	The problem is only partially grasped. There are no recommendations, the surveyor does not speak in terms of legislation nor place the responsibility.
Rural survey in Kansas, 1917.	A fair recognition of the problem, but no specific program is presented. The county is given the responsibility for maternity and infant care.
Rockford, Ill., 1917.	The problem is only partially grasped and the program is also incomplete. The responsibility is not definitely placed but the surveyor <sup>speaks</sup> incidentally in terms of city legislation.

## HEALTH SURVEYS (Con.)

Survey	Placement of Governmental Responsibilities.
Rutherford County, N.C., 1918.	Only a few observations regarding the situation and a few suggestions for a program, but nothing specific. The surveyor does not speak in terms of legislation nor place the responsibility, unless he meant that the county should take it.
Minneapolis, Kas. 1918.	Only part of the health situation surveyed. There is no specific program presented, but responsibility for conditions is placed on the city.
Armourdale, Kas. 1919.	Only part of the health situation surveyed. There is no program presented nor does the surveyor speak in terms of legislation of any character.
Stillwater, Minn., 1920.	Only part of the health situation surveyed. There is no program for the future <sup>nor</sup> does the surveyor speak in terms of legislation of any character.
City of Jackson and Madison Co., Tenn., 1920	A good survey with an adequate recognition of the problem. The surveyor speaks in terms of specific legislation and definitely places the responsibility on the county and city combined.
Rockford, Ill., 1920.	A good pathfinder survey. The surveyor speaks in terms of specific legislation conforming to approved standards. The responsibility is definitely placed on the city.
Orange township, Iowa, 19--.	Health is mentioned only incidentally and the responsibility is not definitely placed, nor a specific program presented.
White County., Ill., 19--.	Only general observations made regarding health. Although the surveyor speaks in terms of specific legislation the responsibility is not definitely placed.

Of the thirty-two surveys in this table seventeen do not speak in terms of legislation nor do they place the responsibility for the solution of public health problems; five are incomplete or indefinite, that is, they speak incidentally in terms of legislation but do not definitely place the responsibility; ten of the surveys exhibit a clear grasp of the problem, and definitely place the responsibility on the district surveyed. Not a single survey discusses state co-operation, two of them propose joint action by the county and the city, while most of the county surveys naturally speak in terms of county legislation.

Housing Problems and State Co-operation. Lawrence Veiller, our leading authority on restrictive housing legislation, says there are two effective ways of securing good housing conditions: (1) By legislation and law enforcement; and (2) by public education as to correct housing standards. He clearly sees the importance of education but gives legislation the first place, as nothing specific, according to him, can be accomplished by education and exhortation alone. There must be a state law which defines the types of houses that must be built, <sup>enforces</sup> the improvement of the older dwellings as they deteriorate, requires all buildings in which people live to be kept in a sanitary and safe condition, makes "dark rooms quite as impossible in the rich man's home as in the poor l. Park, op. cit., p. 306.

man's cottage, .... (and) a dark hall quite as illegal in a modern high class, fire-proof hotel as in a common lodging house." <sup>1</sup> In other words, we must have a law that will apply to all buildings in which people live. The Model Housing Law as proposed by Veiller is a state law but applies only to cities of 10,000 and over. Most progressive legislation has taken the form of state laws. The National Housing Association, of which Mr. Veiller is director, advocates housing legislation by the state rather than the city.

"The Model Law is a state law. Since we cannot have a national restrictive law, the state is clearly the best unit. A local enactment is often necessary when a state law has not yet been secured, or to raise the standard imposed by the state law, but it should never be regarded as a substitute." <sup>2</sup> Mrs. Wood further emphasizes that the Model Law is necessarily mandatory, and that the adoption of a housing law cannot be left to local option. She also advocates constructive housing legislation by the state in order that the lower-income groups may be properly housed.

After making a thorough survey of Lawrence, Mass., McLean took twelve pages of the survey to emphasize "The State's Dire Need IS Housing Legislation." "It is fitting that Lawrence

1. Veiller, A Model Housing Law, p. 14.
2. Wood, op. cit., p. 64.

should call the attention of the other cities to the state wide need for housing legislation".<sup>1</sup> He makes such a recommendation because of the density of the population in all parts of the state. A state with sparse population, with many small towns, cities and backward rural districts, would need a state law as badly as densely populated states.

There is a greater recognition of the need for state co-operation in housing problems than in any other group of social problems. In a survey of a large city, if a definite plan is drawn up and all the responsibility placed on the city, there is not so much criticism to be made, but in small communities state legislation or some other form of co-operation is necessary. It happens, however, that the surveys made of the large cities are usually the ones to recognize the need of state co-operation, while the others do not.

The Lawrence, Mass., survey puts more emphasis, than any other of the surveys examined, on the need of state co-operation and a state housing law. As was stated, twelve pages of the survey are taken to demonstrate "The State's Dire Need is Housing Legislation." A state law is recommended because of the density of population in Mass.; also because the housing situation has been so woefully neglected by the different cities, that it should not be left to local action.

1. McLean, op. cit., p. 115.

The housing survey of Springfield, Ill., insists that there ought to be a city ordinance or a state law. The surveyor recommended the adoption of the Model Housing Law. But little emphasis is put on the need of a state law.

The Fall River survey<sup>1</sup> says: "The most effective means of controlling bad housing conditions must of necessity rest in the legislative provisions intended for the control of such conditions and machinery provided by the City or State for its enforcement." The city ordinance is appraised. The survey made of the housing conditions of the principal cities of Texas recognizes and recommends the need of a state law based on the standards developed by Veiller.

The survey of the housing conditions in Plainfield and N. Plainfield recognizes that "only a State Department adequately equipped with men and money can obtain the best results in those out-lying districts so difficult to reach by local measures." The weaknesses of the state law are recognized, so, as a temporary measure, local ordinances are recommended to strengthen the state law. The survey of the housing conditions of Philadelphia, speaks in terms of definite legislation and realizes that the state law is the proper form of legislation.

The Rockford, Ill., survey recognizes and emphasizes the need of a state housing law with both restrictive and construc-

1. Aronovici, Housing Conditions in Fall River, Mass.

tive provisions. It shows, however, exactly what the duties of the community are, and how they can be met. The Model Housing Law is discussed and the city ordinance appraised in terms of its standards. A constructive policy is formulated and applied to the peculiar needs of the city.

The survey of the housing conditions in the Oranges <sup>1</sup> appraises the state tenement <sup>house</sup> law, and says: "A uniform housing code for the four municipalities, supplementing the State Tenement House Law should be worked for." The Housing Conditions in Mainline Towns <sup>2</sup> represents a fair recognition of housing problems, but no plan or legislative program is worked out <sup>3</sup> nor is the responsibility definitely placed. The Rockford survey <sup>expects</sup> the city to adopt and enforce a housing code. The Minneapolis, Kansas, and the Stillwater, Minn., surveys present a superficial analysis of the problem and do not speak in terms of legislation or any sort of constructive program.

1. Hall, A Report on Housing Conditions in the Oranges, N.J.
2. Bosworth, (Five towns along the mainline of the Pa. R.R.)
3. Skoog, op. cit. Ill.

HOUSING SURVEYS

Survey:	Placement of Governmental Responsibilities.
Lawrence, Mass., 1911.	An excellent survey. The survey speaks in terms of specific legislation and definitely places the responsibility on the state, <del>and also</del> <sup>also</sup> shows how the city may help.
Fall River, Mass., 1911.	An excellent survey. The surveyor speaks in terms of specific legislation and definitely places the responsibility on the state and the city.
Texas, 1911.	A good pathfinder survey of the main cities of the state. A state law is recommended <del>to be</del> <sup>as</sup> the proper sort of legislation.
Rural survey in SW Ohio, 1913.	Housing problems are not recognized as a matter of legislation.
Hoboken, N.J., 1913.	A very incomplete survey. Recommends that the city supplement the state <sup>law</sup> but makes no suggestions as to how this <del>may</del> <sup>should</sup> be done. The state law is not appraised.
Newburg, N.Y., 1913.	A good pathfinder survey. The surveyor speaks in terms of legislation and recommends a housing law to be secured in co-operation with other third class cities of the state.
Lawrence, Kas., 1914.	A good pathfinder survey of the situation. The responsibility is placed on the city and a code proposed.
San Diego, Cal., 1914.	A brief pathfinder survey. A general program is discussed in terms of city legislation.
Plainfield and N. Plainfield, N.J., 1914.	A good pathfinder survey. A state law is recognized as the only means of relieving the conditions. The existing state law was <sup>is</sup> appraised.
Springfield, Ill., 1914.	An excellent survey. The surveyor speaks in terms of specific legislation and definitely places the responsibility on the state and on the city.

HOUSING SURVEYS (Con.)

Survey	Placement of Governmental Responsibilities.
Three Townships in Iowa, 1915.	A good pathfinder survey. The surveyors do not speak in terms of legislation nor do they place the responsibility.
Fargo, N.D., 1915.	Only part of the situation surveyed. There is no program presented nor is the responsibility placed.
The Oranges, N.J., 1915.	A good survey of the housing situation. Recommends a housing code for the four municipalities. State co-operation is not considered nor the existing state law appraised.
Travis County, Texas, 1916.	Only a few general observations made regarding the situation. No specific program is presented nor the responsibility definitely placed.
Rockford, Ill., 1917.	A fair recognition of the problem. Suggestions are made for the future and the responsibility <del>of the housing</del> is placed on city authorities for the adoption and enforcement of a good housing code.
Minneapolis, Kas., 1918.	Only part of the situation surveyed. A few recommendations on sanitation but none directly on housing. The surveyor does not speak in terms of legislation of any character.
Armourdale, Kas., 1919.	Only part of the situation surveyed. There are no recommendations for the future nor is the responsibility placed.
City of Jackson and Madison Co., Tenn., 1920.	A good pathfinder survey. The surveyor places most of the responsibility on the city, with but little emphasis on the rural conditions and their relief.
Stillwater, Minn., 1920.	Only part of the situation surveyed. There are no recommendations or suggestions for the future, nor is the responsibility placed.

HOUSING SURVEYS (Con.)

Survey	Placement of Governmental Responsibilities.
Gaston County, N.C., 1920	There is a fair recognition of the problem but nothing very specific proposed for the future. The county is taken as the unit for handling all the problems, but is not definitely discussed in this connection.
Mexican Housing Conditions in Los Angeles, 1920.	A fair recognition of the situation. The surveyor speaks in terms of city legislation but the responsibility is not definitely placed.
Housing conditions in Philadelphia, 1920.	A good pathfinder survey, with special emphasis on legislation. The surveyor speaks in terms of city legislation but emphasizes the need of a state law.
Mainline Towns, Pa., 1920.	A good pathfinder survey. Although the survey was made of several towns the need of a state law is not recognized; existing laws are not mentioned either by way of appraisal or in order to enlighten the communities regarding legal provisions.
Rockford, Ill., 1920.	An excellent pathfinder survey. The surveyor speaks in terms of specific legislation and definitely places the responsibility on the state and the city jointly. The existing city ordinance is appraised in terms of the standards of the Model Housing Law.

Of the twenty-four surveys in this table seven do not speak in terms of legislation nor do they place the responsibility; five speak in terms of the district surveyed but do not present a constructive program; four definitely place the responsibility on the district surveyed; eight of the surveys place the responsibility definitely on the state and speak in terms of a state law to relieve the housing evils. Not a single one of the latter group is a rural or a small town survey.

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Recreation and State Co-operation. As public recreation is comparatively new, it is not as maturely developed as is public control of health and housing. In recreation as in other public functions, the larger cities have been the ones to take the lead and establish the best recreational standards. The reason of this has already been pointed out in the discussion of health and housing. The rural districts, small cities and towns have either done without organized play and recreation or made only very inadequate provisions.

The new movement is directed principally toward play provision for children through the schools, and where the population and financial resources permit, other facilities have

been provided. The public school has therefore been the most important center in many communities. When the state exercises greater control over public education it will no doubt foster organized play and recreation in connection with the school curriculum. But the educational standards of the city have always been higher than required by the state law, and so we may expect the cities to take the lead in public recreation in the future as they have in the past. There is, however, a strong trend toward organized recreation in the rural districts and small communities. The lack of adequate recreation seems to be one of the principal reasons for people leaving the rural districts and going to the cities in such numbers. To provide organized play is one of the reasons for the development of consolidated schools. The duty of the state and the county in this direction is obvious.

The county under limited state regulation has been the unit heretofore in organizing recreation for rural districts. "Public recreation and social welfare generally, seems to present a field of activity<sup>1</sup> in which the inhabitants of the county have a paramount interest and which they should be given legal and financial power to provide, though here, too, the state might stimulate interest and action by rendering some financial assistance!"

1. James, op. cit., p. 230.

"In the state of Maryland the legislature appropriated \$4000 for the year 1915 in order to facilitate the handling of ... a play festival in each county in the State, and the number held during the spring and summer of 1915 probably amounted to several hundred."<sup>1</sup> "In the state of Washington during the last three or four years there have been built a considerable number of ... social center buildings, but over the rest of the country the tendency has been to make use of school buildings rather than to erect separate structure".<sup>2</sup>

About ten hours a week of organized play is provided under the Gary system for the first six grades, and five hours a week for the next five grades. In 1916 a law was passed in Ill. requiring at least one hour of play a week in all the elementary schools of the state. New York has probably made the most significant advance in the field of play and physical training in this country. A state office was created to care for this. One half of the salaries of the physical directors required by the law is paid from state funds. Three hours of organized recreation a week is required in the public schools of the state.

Curtis is of the opinion that a constructive law can accomplish much in this field. In his proposed law provision is made for the state to pay a certain sum each year to each

1. Curtis, The Play Movement and Its Significance, p. 203.  
 2. Curtis, op. cit., p. 212.

county "to be used in the holding of an annual play festival and tournament by the elementary or high schools, or both, of each county in the state."<sup>1</sup> Provisions should also be included as to size of playgrounds, number of hours of physical training for each grade, equipment, direction, etc. He also recommends that the office of Commissioner of Recreation be created in the State Department of Education. "There can be no question but the general tendency at the present time is toward larger and larger control by larger and larger units. The National Government is taking over many of the activities which were formerly held to belong exclusively to the state. The state is taking over functions of the counties, etc."<sup>2</sup>

The need of state co-operation in fostering local community recreation has failed to impress the usual social surveyor. We cannot criticise the surveyors for placing the responsibility on the local community, if he deals inspecific and up-to-date standards, and presents a constructive recreation program adapted to the particular needs of the community, since the need or advantage of state co-operation is not fully recognized by play authorities. Not a single survey of the group examined in this study proposes a definite program for state co-operation in the matter of public recreation. A few

1. Curtis, op. cit., p. 23.
2. Curtis, op. cit., p. 26.

typical surveys of recreational problems may be referred to. The survey of recreation in Springfield, Ill., is admirable in all respects, with a specific program presented, to be carried out by the city. The same is true of the Madison survey, the Milwaukee survey, the six surveys made by Nolen, and the City of Jackson and Madison County, Tenn., survey. In the latter a county organization to handle recreation in the rural districts is proposed.

The Stillwater survey, the survey of the three townships in Ohio, the Minneapolis, Kansas, survey, the Fargo survey and the Belleville survey do not place the responsibility on any governmental unit or propose any other machinery to carry out the needed program of recreation. However small the program may be, it should be clearly shown how the community may put it into operation.

Most of the rural surveys show a fair recognition of ~~the~~ of the problems of recreation in the rural districts but do not usually embody the new viewpoint in a practical program. The value and practical necessity of a definite play organization, such as, for example, a community center, is seldom recognized.

RECREATION SURVEYS

Survey	Placement of Governmental Responsibilities.
Rural survey in Tenn., 1910.	Recreation as a matter for co-operative enterprise is not definitely recognized.
Milwaukee, Wis., 1911.	A good survey with the responsibility definitely placed on the city.
Rural survey in SW Ohio, 1912.	Recreation as a matter for co-operative enterprise is not definitely recognized.
Rural survey in Md., 1912.	Recreation as a matter for co-operative enterprise is not definitely recognized.
Roanoke, Va., 1912.	The problem is clearly grasped and analyzed in terms of legislation, the responsibility being definitely placed on the city.
San Diego, Cal., 1912.	The problem is clearly grasped and analyzed in terms of legislation, the responsibility being definitely placed on the city.
Mont Clair, N.J., 1912.	The problem is clearly grasped and analyzed in terms of legislation, the responsibility being definitely placed on the city.
Glen Ridge, N.J., 1912.	The problem is clearly grasped and analyzed in terms of legislation, the responsibility being definitely placed on the city.
Reading, Pa., 1912.	The problem is clearly grasped and analyzed in terms of legislation, the responsibility being definitely placed on the city.
Madison, Wis., 1912.	The problem is clearly grasped and analyzed in terms of legislation, the responsibility being definitely placed on the city.

RECREATION SURVEYS (Con.)

Survey	Placement of Governmental Responsibilities.
Rural survey in Ark., 1912.	Recreation as a matter for co-operative enterprise is not definitely recognized.
Belleville, Kas., 1913.	A fair recognition of the problem with the responsibility placed on the city, but not in specific terms.
Township in So. Minn., 1913.	Only general suggestions as to the solution of the problem; no definite form of co-operation discussed.
Rural survey in SW Ohio, 1913.	Only general suggestions as to the solution of the problem; no definite form of co-operation discussed.
Newburg, N.Y., 1913.	A good pathfinder survey of the whole field with a specific program presented and the responsibility definitely placed on the city.
San Diego, Cal., 1914.	Only part of the situation surveyed. The surveyor speaks in terms of city legislation and co-operation but presents no very definite program.
Springfield, Ill., 1914.	The problem is clearly grasped, a specific program presented and the responsibility definitely placed on the city.
Greene County, Ohio, 1914.	Recreation as a matter of co-operative enterprise is not definitely recognized.
Lawrence, Kas., 1914.	A definite program is presented with the responsibility placed on the city.
Three townships, Iowa, 1915.	The problem is recognized but there is no recognition of the need of co-operation in its solution.
Community in Red River Valley, Minn., 1915.	There is a fair recognition of the problem but the need of any form of co-operation is not mentioned.

RECREATION SURVEYS (Con.)

Survey	Placement of Governmental Responsibilities.
Fargo, N.D., 1915.	Only part of the situation surveyed. A few indefinite suggestions are made, with the city to assume the responsibility.
Madison, Wis., 1915.	The problem is clearly grasped, a specific program presented and the responsibility definitely placed on the city.
Community in NE Minn., 1915.	There is a fair recognition of the problem but the need of any form of co-operation is not mentioned.
Cleveland, O., 1915.	A thorough survey of school recreation. A specific program is presented and the responsibility is definitely placed on the city.
Travis County, Texas, 1916.	There is a fair recognition of the problem but the need of any form of co-operation is not mentioned.
Lane County, Ore., 1916.	There is a fair recognition of the problem but the need of any form of co-operation is not mentioned.
Rutherford County, N.C., 1918.	The problem is not fully recognized, neither is the need of any form of co-operation seen.
Minneapolis, Kas., 1918.	Only part of the situation surveyed. The responsibility is placed on the city but not in a definite way.
Durham County, N.C., 1918.	There is a fair recognition of the problem and a few suggestions offered, but no definite program is presented nor the responsibility placed.
Armourdale, Kas., 1919.	Most of the field is surveyed in a brief way but there is no program presented nor <sup>is</sup> the responsibility definitely placed, although indirectly in terms of city legislation.

## RECREATION SURVEYS (Con.)

Survey	Placement of Governmental Responsibilities.
City of Jackson and Madison Co., Tenn., 1920.	The problem is clearly grasped and the difference in rural and urban recreation recognized. A good program is presented with the responsibility placed on the county.
Stillwater, Minn., 1920.	Only part of the field surveyed. There is no program presented nor the responsibility placed.
Gaston County, N.C., 1920.	There is a fair recognition of the problem and a few suggestions offered, but no specific program is presented nor the responsibility definitely placed.
Rockford, Ill., 1920.	This is a good pathfinder survey of the whole field. A specific program is presented and the responsibility is definitely placed on the city.
Three counties in Mo., 19--.	There is a fair recognition of the problem and a few suggestions offered, but no specific <sup>Program</sup> is presented nor the responsibility definitely placed.
Alice, Cass Co., N.D., 19--.	The problem is discussed in a very superficial way and no recommendations of any kind are presented.
Rural survey in Ind., 19--.	There is a fair recognition of the problems and a few suggestions offered, but there is no specific program presented nor the responsibility placed.

Of the thirty-six surveys of this table seventeen do not speak in terms of legislation or other form of co-operation for handling the problem of recreation; six speak incidentally in terms of legislation of the district surveyed but <sup>do</sup> not definitely place the responsibility; thirteen of the surveys speak in specific terms of legislation and co-operation and definitely place the responsibility. Not a single one of the surveys mention co-operation by the state or any unit larger than the district surveyed.

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Education and State Co-operation. Education has long been under the control of the state in various ways, beginning with the old colonial laws when a community with a certain number of families or more was compelled to secure and support a school master, a certain number of months each year. State aid for and supervision of public schools covers apportionment of the state school fund; general control over normal schools; direction of examinations; regulation of the actions of the school commissioners; hearing appeals from local school officers; prescribing courses of study; fixing minimum school period; compulsory attendance laws; regular inspection of schools to enforce requirements and to make improvements. "While some progress is being made in the direction of centralizing local school administration in larger districts

than in towns, townships or rural districts, there has also been a steady and a marked trend toward control over local school administration by state authorities.<sup>1</sup>"

We not only see "the establishment of differentiated and parallel courses of study, and special-type schools, but also, in our better organized school systems, the provisions of such a large number of different types of school opportunities that somewhere in the school system every boy and girl may find the type of education suited to his or her peculiar needs. Where this cannot be done locally, due to the small size of the school system, it should be done by the county or by the State. Otherwise compulsory-education laws will only force children into schools from which they will get little of value and in which they will often be troublesome, with a resulting increase of over-age children, refractory cases, and corporal punishment, and at the same time defeat the social and citizenship aims of the schools."<sup>2</sup>

The state is making its influence felt more and more in the direction of medical inspection and better play provision in the schools; improved methods of teaching; a broader curriculum; more adequate salaries; consolidation of rural schools; larger state subsidies; expert guidance of local school

1. James, op. cit., p. 212.
2. Cubberly, Public Education in the United States, p. 382.

officials; more stringent compulsory attendance laws, etc.

Forty-four of the eighty surveys under consideration deal with education as a phase of <sup>their</sup> community investigation, and fourteen deal with education exclusively. The surveys made of the large cities cannot be criticised for placing the responsibility <sup>for</sup> of educational improvements on the city. Large cities are largely independent in matters of educational administration and finance, and usually far surpass state requirements and standards in the organization and conduct of their schools. It is somewhat different with isolated rural schools or township systems. Although the county may be taken as the unit of administration in the consolidation of rural schools and the solution of other educational problems, yet state co-operation should be considered.

We cannot criticise the Boise, Salt Lake, Janesville, Denver, Springfield, Des Moines, Cleveland, and Muscatine surveys for speaking only in terms of local legislation. The commendable thing about these surveys is that they do speak in terms of specific legislation, and treat the problems in a definite way, although they do not mention state co-operation.

In the survey of Jackson City and Madison County, Tenn., there is a recognition of the difference between city and rural schools. Consolidation is recommended for the county, and the underlying economic and social factors <sup>are</sup> considered. State co-operation is not mentioned.

The Social and Economic Survey of a Community in N.E.

Minnesota recommends the consolidation of rural schools and says that this must be brought about by state legislation rather than by local action. A rural survey of Lane county, Ore., says the state should increase the funds of the needy districts and help them in other ways. Consolidation of the rural schools is recommended. In line with this suggestion an appraisal of the state tax system is made and <sup>Summary</sup> brief recommendations as to its reform for purposes of bettering the support of the rural schools, are presented. But neither of these surveys lay any particular emphasis on state co-operation.

The Newburg survey has a good discussion of education and applies approved standards in the measurement of local conditions. The state's standards and requirements are stated and appraised. No direct recognition of the need for further state co-operation is made, however.

The Minneapolis, Kas., survey does not deal with the problem of education as a whole; there is no specific plan proposed and no reference to legislation or governmental responsibility. The Stillwater, Minn., survey is adequate as to its discussion of conditions, but fails to present a constructive program. The Rutherford county survey expects the local communities to settle their educational problems. It says that it "is the task of all good citizens to help create such (good) conditions". That may be true but such a statement is of little value in a survey.

EDUCATION SURVEYS

Survey	Placement of Governmental Responsibilities.
Rural survey in Tenn., 1910.	A few good suggestions are made but no specific program <sup>to</sup> presented. The surveyor speaks in terms of county co-operation and legislation but not very definitely.
Rural survey in NW Ohio, 1910.	A few good suggestions are made but no specific program <sup>to</sup> presented. The surveyor speaks in terms of county co-operation and legislation but not very definitely.
Rural survey in Ark., 1912.	Only a few general observations made regarding the situation. No program is presented nor any form of co-operation considered.
Springfield, Mo., 1912.	Only a few general observations made regarding the situation. No specific program is presented, but action by the city and county, jointly, is proposed incidentally.
Three counties in Mo., 1912.	No specific program presented, but the surveyor speaks incidentally in terms of county legislation.
Rural survey in SW Ohio, 1912.	No specific program presented, but the surveyor encourages co-operation and speaks incidentally in terms of county legislation.
Rural survey in SW Ohio, 1913.	Applies approved standards, and presents a program involving responsibility of the county.
Township in So. Minn., 1913.	There are a few general suggestions regarding the solution of educational problems, but nothing specific.
Newburg, N.Y., 1913.	This is a good pathfinder survey. There is a specific program presented and the responsibility definitely placed on the city. The state law is referred to several times.
Belleville, Kas., 1913.	Part of the situation surveyed with several good recommendations offered, and responsibility placed on the city.

EDUCATION SURVEYS (Con.)

Survey	Placement of Governmental Responsibilities.
Lawrence, Kas., 1914.	Part of the situation surveyed, with the application of approved standards. The responsibility is placed on the city.
Greene County, Ohio, 1914.	There are a few general suggestions regarding the solution of the problems, but nothing specific.
San Diego, Cal., 1914.	Part of the situation surveyed, with the application of approved standards. The surveyor speaks in terms of city legislation, but not definitely.
Ogden, Utah, 1914.	The problem is clearly recognized, a specific program presented and the responsibility definitely placed on the city.
Survey in NE Minn., 1915.	There are a few good suggestions regarding the solution of the problems. He insists that consolidation of the schools must be brought about by state legislation and not depend on local action.
Community in Red River Valley, Minn., 1915.	There is not a complete recognition of the problem; co-operation in a general way is emphasized, and consolidation of the county schools is recommended.
Fargo, N.D., 1915.	The real problem of education is not recognized, there are no recommendations nor is the responsibility placed.
Leavenworth, Kas., 1915.	The education problem is clearly recognized, a specific program is presented, and the responsibility definitely placed on the city.
Springfield, Ill., 1915.	The education problem is clearly recognized, a specific program is presented, and the responsibility definitely placed on the city.
Three townships N.Y., 1915.	Only part of the situation is surveyed. No program is presented nor the responsibility placed.

EDUCATION SURVEYS

Survey	Placement of Governmental Responsibilities.
Portland, Ore., 1915.	The problem of education is clearly recognized, a specific program presented, and the responsibility definitely placed on the city.
Seattle, Wash., 1915.	The problem of education in its relation to industry is clearly recognized. A specific program is presented with the responsibility definitely placed on the city, with aid in labor legislation from the state.
Lane County, Ore., 1916.	Rural educational problems are clearly recognized with a fairly good program presented. The surveyor insists that the state should supplement funds of the needy districts, that the <del>schools</del> <sup>schools</sup> be consolidated on a county basis, and that the method of taxation be revised.
Morgan County, Mo., 1916.	Only a few general observations made regarding the conditions. No program is presented nor the responsibility placed.
Salt Lake City, Utah, 1916.	The educational problem is clearly recognized, a specific <sup>program</sup> presented, and the responsibility definitely placed on the city.
Denver, Col., dist. no. One, 1916.	The educational problem is clearly recognized, a specific <sup>program</sup> presented, and the responsibility definitely placed on the city.
Cleveland, O., 1916.	Survey of the school buildings. A specific program is presented, with the responsibility definitely placed on the city.
Cleveland, O., 1916.	Survey of the curriculum. A specific program is presented, with the responsibility definitely placed on the city.
Cleveland, O., 1916.	Survey of the school organization and administration. A specific program is presented and the responsibility definitely placed on the city.

EDUCATION SURVEYS (Con.)

Survey	Placement of Governmental Responsibility.
Rutherford County, N.C., 1918.	A fair recognition of the problem is manifested, but a specific program is not presented. The surveyor expects the respective communities to solve their educational problems.
Muscatine, Iowa, 1918.	Survey of the school buildings of the city. A specific program is presented, and the responsibility definitely placed on the city.
Minneapolis, Kas., 1918.	Part of the situation surveyed. There are a few suggestions but no specific program is presented nor is the responsibility placed, though the surveyor speaks incidently in terms of local legislation.
Janesville, Wis., 1918.	The problem of education is clearly recognized, a specific program presented, and the responsibility definitely placed on the city.
Des Moines, Iowa, 1918.	Part of the situation surveyed. A specific program is presented and the responsibility definitely placed on the city.
Armourdale, Kas., 1919.	Part of the situation surveyed. No program is presented nor the responsibility placed.
Gaston County, N.C., 1920.	A fair recognition of the problem with a program presented. Co-operation is emphasized but not applied to educational problems. Consolidation of the county schools recommended, but in many other matters the responsibility is placed on the several communities.
Ashland County, Mo., 1920.	Only a few general observations regarding the situation. There is no specific program presented nor is the responsibility placed.

EDUCATION SURVEYS (Con.)

Survey	Placement of Governmental Responsibilities.
City of Jackson and Madison Co., Tenn., 1920.	The problem of education is clearly recognized, a specific program presented, and the responsibility definitely placed on the county in co-operation with the city.
Boise, Utah, 1920.	The problem of education is clearly recognized, a specific program presented and the responsibility definitely placed on the city.
Brunswick and Glynn Counties, Ga., 1920.	The problem of education is clearly recognized, a specific program presented, and the responsibility definitely placed on the county.
Stillwater, Minn., 1920.	Part of the situation surveyed. The surveyor came to the conclusion that the educational facilities are inadequate to meet the needs of the city but makes no suggestions about how to remedy it, nor does he place the responsibility.
Rockford, Ill., 1920.	A good pathfinder survey. A specific program is presented, and the responsibility definitely placed on the city.
Three Townships in N.Y., 19--.	A few general observations regarding the conditions. A few good recommendations are made, but nothing specific.
Alice, Cass Co., N.D., 19--.	Offers a few general observations regarding the conditions, but no suggestions for improvement.

Of the forty-four surveys in this table eleven do not speak ~~do not speak~~ in terms of legislation or other form of co-operation for the solution of the problem, or place the responsibility for needed improvements; eight speak incidentally in terms of the district surveyed but do not present a specific program or definitely place the responsibility; one county survey expects the respective communities to take the responsibility; twenty-two of the surveys place the responsibility definitely on the district surveyed; two of them speak in terms of state legislation and co-operation, but do not emphasize it very much.

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## Chapter IV

### Concluding Remarks.

Viewed chronologically, the surveys appraised in the foregoing series of tables do not represent a pregressive development in technique or in the standards applied. Such development is to be seen, however, in the series of surveys conducted by individual surveyors.

Some of the earliest surveys apply better standards than others made five or ten years later. The Texas survey of the housing condition, made in 1911, recommends "the model law written by Mr Lawrence Veiller of New York as the frame work" for a Texas law, while many others, made several years later, do not even indicate a knowledge of this law. The Lawrence, Mass., survey, made in 1911, recognizes the need of expert public health service, while the Hoboken survey, made in 1913, apparently fails to recognize such a need, as does also the Fargo survey, made in 1915. A year before the Fargo survey the Springfield survey was printed, which puts more emphasis on the importance and need of an organized staff of public health experts than any other survey considered in this study. Many of the rural surveys made in 1918 and 1920 do not indicate any knowledge of the standards employed in the Springfield survey, made in 1914, or the Lawrence, Mass., survey, made in 1911. The six surveys made by Nolen in 1912

and the Milwaukee survey of recreation made in 1911 employ better standards than most of the surveys that deal with recreation, made eight or ten years later, including the Fargo survey and the survey made of a community in the Red River Valley in Minnesota, in 1915.

These instances illustrate the lack of organization in this field. They show that the surveyors are not all acquainted with the best standards or with each other's work. They also show that here as elsewhere efficiency depends on training and experience, on a mastery of the best practice in the field of operations. A good social surveyor is not necessarily one who is thoroughly versed in the technique of surveying, but he must at least be an expert on the particular phases of social organization studied and analyzed. Of course one must have a knowledge of the technique of surveying, but that is subordinate in importance to a thorough knowledge of the problems to be dealt with. If one determines the exact conditions of the housing situation and is unable to apply accepted standards to the solution of the problems presented his efforts are useless.

The importance of the proper use of the facts obtained, of interpreting these in the light of the community's peculiar needs, and presenting a specific program for the solution of the problems surveyed, which conforms to accepted standards, is obvious.

Even though the survey is of the pathfinder variety, the surveyor should deal in definite terms in presenting his recommendations. All the factors involved should be considered, especially existing and needed legislation. The program should be broad enough to furnish guidance for a considerable period of time in the future and practical enough to be put in operation at once. It should be shown what measures should be adopted at once, those that may wait for a while, and those that must eventually come.

The duties of the average citizen, of the schools, the churches, the local governmental officials, the state government should be clearly defined. Laws and ordinances should be analyzed and interpreted in order to inform the public better as to their provisions, and to point out and criticize their defects.

-The End-

The Surveys Used in the Thesis.

Surveys made in 1910.

1. Ohio Rural Life Survey, N.W. Ohio, Felton.
2. Rural Survey in Tenn., Wilson and Taft.

Surveys made in 1911.

3. The Lawrence Survey, Mass., McLean.
4. The Housing Problems in Texas, Briggs
5. Housing Conditions in Fall River, Mass., Aronovici.
6. Recreation Survey, Milwaukee, Wis., Haynes.

Surveys made in 1912.

7. A Rural Survey in Arkansas, Wilson and Taft.
8. Roanoke, Va., in Replanning Small Cities, Nolen.
9. San Diego, Cal., " " " "
10. Mont Clair, N.J., " " " "
11. Glen Ridge, N.J., " " " "
12. Reading, Pa., " " " "
13. Madison, Wis., " " " "
14. A Rural Survey in Md., Taft and Wilson.
15. Ohio Rural Life Survey, S.W. Ohio, Wilson and Taft.
16. A Rural Survey in Mo., Wilson and Taft.

Surveys made in 1913.

17. Social and Economic Survey of a Rural Township in Southern Minn., Thompson and Warber.
18. A Rural Survey of S.W. Ohio, Vogt.

19. A Sanitary Survey of Hoboken, N.J., Deaderich.
20. Belleville Social Survey, Kansas, Burgess.
21. The Newburg Survey, N.Y., Potter.

Surveys made in 1914.

22. A Rural Survey, Manitoba, Swan River Valley, (Swan River Survey Committee)
23. A Rural Life Survey, Greene County, Ohio, Wilson and Taft.
24. Report of Sanitary Survey of St. Joseph, Mo., White.
25. A Survey of the Public Health Situation, Ithaca, N.Y., Schneider.
26. Pathfinder Survey of San Diego, Cal., King and King.
27. Recreation in Springfield, Ill., Hamner and Perry.
28. The Public Schools of Springfield, Ill., Ayres.
29. A Public Health Survey of Topeka, Kansas, Schneider.
30. Lawrence Social Survey, Kas., Blackmar and Burgess.
31. Housing Conditions in Plainfield and N. Plainfield, N.J., Brown.
32. Housing in Springfield, Ill., Ihlder.
33. Report of Ogden School Survey Commission, (State Department of Education)

Surveys made in 1915.

34. Cleveland Education Survey, Education Through Recreation, Johnson.
35. Cleveland Education Survey, Health Work in the Public Schools, Ayres.
36. Social and Economic Survey of a Community in N.E. Minn., Warber.
37. Madison Recreation Survey, Wis., Heatherington.

38. Social Survey of Fargo, N.D., Elmer.
39. Social Survey of Three Rural Townships in Iowa, Pierce.
40. Public Health in Springfield, Ill., Schneider.
41. A Report on Housing Conditions in the Oranges, N.J. Hall.
42. Social and Economic Survey of a Community in the Red River Valley, Minn., Harvel.
43. The Portland Survey, Ore., Cubberly.
44. Seattle Children in School and Industry, Wash., Reed.
45. Report of the Survey of the Public Schools of Leavenworth, Kansas, Monroe.

Surveys made in 1916.

46. Cleveland Education Survey, School Buildings and Equipment, Ayres.
47. Cleveland Education Survey, What the Schools Teach and Might Teach, Bobbitt.
48. Cleveland Education Survey, School Organization and Administration, Ayres.
49. A Concrete Study Based on the Salt City School Survey, Cubberly.
50. A Rural Survey of Morgan County, Mo., (Mo. State Board of Agriculture).
51. A Rural Survey of Lane County, Ore., Wilson, Morse, Ayer.
52. A Social and Economic Survey of So. Travis County, Tex., Haney and Wehrwein.
53. Rural Survey of Marin and Sonoma Counties, Cal., Wilson and Morse.
54. Report of the School Survey, Dist. No One, Denver, Col., Terman.

Surveys made between 1912 and 1916, exact dates not given.

55. A Health Survey of White County, Ill., Foster.
56. Springfield Social Survey, Mo., Cross.
57. Rural Survey of Alice, Cass Co., N.D., Bornman.
58. Housing Conditions in Mainline Towns, Pa., Bosworth.
59. A Rural Social Survey of Orange Township, Blackhawk County, Iowa, Von Tungeler, Brindley, and Hawthron.
60. An Agricultural Survey of the Townships of Ithaca, Dryden, Danby and Lansing, Tompkins County, N.Y., Warren and Livermore.
61. A Rural Survey in Ind., Wilson and Taft.

Surveys made in 1917.

62. Sanitary Survey of the City of Rockford, Ill., Skoog.
63. Maternity and Infant Care in a Rural County in Kas., Moore.

Surveys made in 1918.

64. Rutherford County, Economic and Social, N.C., Price.
65. Durham County, Economic and Social, N.C., Upchurch and Fowler.
66. The Minneapolis Survey, Kansas, Elmer.
67. An Educational Survey of Janesville, Wis., Cary.
68. Survey of the High Schools of Des Moines, Iowa, Lewis.
69. Survey of the School Buildings of Muscatine, Iowa, Ashbough.

Survey made in 1919.

70. The Report of the Social Survey of Armourdale, Kas., Elmer.

Surveys made in 1920.

71. The Mexican Housing Problem in Los Angeles, Cal., Fuller.
72. Gaston County Survey, Economic and Social, N.C., Hobbs.
73. Ashlan Community Survey, Economic, Social and Sanitary, Mo., Taylor and Lehmann.
74. Social Survey of the City of Jackson and Madison County, Tenn., Kuhlman.
75. Social Survey of the Bethlehem House Community, Tenn., Zumbrennen.
76. Stillwater Social Survey, Minn., Elmer.
77. Housing in Philadelphia, Pa., Ihlder.
78. Survey of the Schools of Brunswick and Glynn Counties, Ga., Bunker.
79. The Boise Survey, Utah, Sears.
80. Rockford's Social Problems, Ill., Eldridge. (This survey was published in the form of a series of prepared interviews in the Rockford Morning Star.)